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ABSTRACT

The document contains the reports of 19 days of hearings held on H.R. 19, to amend the Vocational Education Act of 1963; H.R. 3270, the Career Guidance and Counseling Act of 1975; and H.R. 6251, the Vocational Education Act of 1975. It includes the full texts of the bills and of all prepared statements and supplemental materials presented during the hearings. Statements were made by: (1) State and local directors and superintendents of education; (2) program directors, teachers, and representatives from State universities, local schools, and institutions in all branches of vocational education, aerospace, home economics, occupational education, adult education, and naval education; and (3) representatives from State departments of education, Federal agencies, State and national advisory councils, various professional organizations and businesses, and student organizations active in the field of vocational education. The statements and various exhibits presented national, local, and institutional concerns regarding the conditions of occupational and technical education. (EC)

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ED116015

VOCATIONAL AND OCCUPATIONAL EDUCATION

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

H.R. 19 and Related Bills

TO AMEND THE VOCATIONAL EDUCATION ACT OF 1963

VOLUME 2

HEARINGS HELD IN WASHINGTON, D.C.
MARCH 20, 25, 26; APRIL 8, 10, 14, 17, 23, 24, 29, 30;
MAY 1, 6, 7, 8, 14, 15, 22; JUNE 25, 1975

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, MARCH 20, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) and Hon. Ted Risenhoover, presiding.

Members present: Representatives Perkins, Risenhoover, Lehman, Miller, Mottl, Quie, Bell, Pressler, and Goodling.

Staff members present: John Jennings, counsel; Toni Painter, staff assistant, and Yvonne Franklin, minority legislative associate.

Chairman Perkins. At this time I am going to call on Dr. Jack Nix, superintendent of schools, Georgia State Department of Educaiton, whom I have known for many, many years.

Dr. Nix, we will be delighted to hear from you at this time. Go ahead.

STATEMENT OF DR. JACK NIX, SUPERINTENDENT, GEORGIA DEPARTMENT OF EDUCATION

Dr. Nix. Thank you, Mr. Chairman.

Chairman Perkins. Mr. Risenhoover is here. I have already told your constituency of your great work on this committee.

Go right ahead.

Dr. Nix. Thank you. Mr. Chairman, members of the committee, it is indeed a privilege to have this opportunity to come back before your committee again and bring to your attention some concerns that we have in our State for the continuation of our total educational plan as it relates to occupational education.

You are personally, Mr. Chairman, somewhat familiar with our area vocational-technical school development that we started several years ago.

I have in the written document rather detailed description, but I would just like to briefly summarize it.

Chairman Perkins. Without objection, your prepared statement will be entered in the record, and you may summarize it.

Dr. Nix. Thank you, sir.

[The prepared statement follows:]

Prepared Statement of Dr. Jack P. Nix, Georgia Superintendent of Schools

Mr. Chairman, Members of the Committee, I am Jack P. Nix, State Superintendent of Schools in Georgia. I am distinctly honored to have this opportunity to offer testimony on some educational programs we in Georgia are concerned about as they relate to the extension of the 1968 vocational education amendments.

Let me begin, Mr. Chairman, by commending you and members of the Congress for the demonstrated support you have given to the total educational effort and, particularly, the emphasis placed on education as it relates to developing an individual's ability to earn a living. Your continuous concern for the development of knowledge and skills leading toward employment contributes to the Nation's high level of productivity and support for the free enterprise system. The emphasis Congress has placed on vocational education through the years, beginning with the Smith Hughes Act in 1917, has contributed immensely to state and local educational efforts to more adequately serve the people of this Nation.

Prior to my becoming State Superintendent of Schools in January 1966, I served five and one-half years as State Director of Vocational Education. This period was preceded with experience as a system superintendent and eleven years as a vocational teacher. This background experience, including the past nine years as State Superintendent of Schools, has reinforced my belief in the necessity for a realistic, functional program of education; one that is relevant and viable to the needs of individuals to live a productive and rewarding life. Certainly, such a life must, of necessity, include meeting the daily challenges of a career in some field compatible with a person's interest and abilities. In order to meet his basic needs for food, clothing and shelter, an individual must be able somehow, to support himself financially. We need only to look at the decline in our Nation's economy and the tremendous problems created by unemployment to give proper significance to this statement.

The Smith Hughes Act of 1917 and succeeding acts, such as the George Barden Act of 1946, the George Dean Act of 1936, Title VIII of the National Defense Education Act dealing with technical education, the Vocational Education Act of 1963, and more recently the 1968 vocational amendments, have all assisted Georgia in building our present program of vocational education. I am confident that without these federal statutes as a stimulus, it would have been extremely difficult, if not impossible, for our State to have begun effective vocational education programs and to have developed them to their present levels of service. Time does not permit me to give you a detailed description of how each of these Acts contributed to the development of vocational education in Georgia, but I would like to share with you some of the highlights.

In July 1960, when I became State Director of Vocational Education, one of the first duties assigned to me by the State School Superintendent and State Board of Education was to initiate the construction of a network of area post-secondary vocational-technical schools. Our plan was to build 26 of these centers so that no Georgian would live more than 35 miles from a school. This construction program, which is complete today, required a state-local partnership arrangement involving 50 percent state and 50 percent local funds for both building and equipment costs. The planning effort required local advisory committees to work with local educators, local boards and state staff in selecting a building design and in identifying the occupational training areas and equipment needed for the instructional program. It was our plan that these schools be so designed and operated that tuition-free courses could be offered to many Georgians seeking training or retraining opportunities. This would include the high school dropout as well as the graduate and unemployed or underemployed persons who wished to upgrade themselves. This tuition-free policy is still in effect. The only fee charged is a consumable supply fee. For students who are not able to meet even this obligation, school officials can work out arrangements for a scholarship, a local grant or a work study program.

Educational opportunities in post-secondary vocational-technical schools are a substantial departure from the traditionally academically oriented college program. In the 1974 fiscal year, these schools had in attendance 24,900 full-time and 101,400 part-time students, with a total operational expenditure of $20.6 million in state funds and $6.8 million in federal funds. Since construction began in 1960, we have expended state, local and federal equipment and construction funds amounting to $59.4 million, excluding the cost of land.

Mr. Chairman, you are familiar with our area vocational-technical school program. As you recall, we were privileged to have you as the speaker at the dedication of one of these schools honoring a former distinguished member of this committee—Honorable Phil Landrum.

It was quite evident, after the initiation of our area vocational-technical schools, that this program could also serve existing business and industry in Georgia and help some of these companies expand. However, we needed an additional activity to attract new industry into our historically predominantly agricultural State. You see, Mr. Chairman, we were attempting to bring about a balance in our State's economy between agriculture and industry. We needed to provide employment for those persons displaced from the farm because of the rapid mechanization of agriculture. In 1968, at our request, the Georgia General Assembly enacted a law authorizing the Georgia Department of Education to develop a training program we call "Quick Start." Under this Act, money is appropriated each year to train people for specific jobs in a given company. Our state and local vocational staffs, working with industry officials, can design and conduct training programs that will guarantee that when a specific company opens for business, it will have a trained work force to do the jobs needed. We feel "Quick Start" has been an important factor in attracting new industries moving into Georgia. Since the program began, nearly 200 businesses and industries have taken advantage of some or all of its provisions. Last year alone, we trained 1,366 individuals for immediate employment in 57 industries. An official of the Georgia Chamber of Commerce recently stated that he rarely sends a letter to an industrial prospect without describing the advantages offered incoming industry by the Quick Start program. He also claims that the Quick Start training effort is part of an economic mix of industrial services which has brought in almost one and a half billion dollars in new Georgia industry during 1973 and 1974. We are now getting electronics and metal industries—the high-paying jobs—in the South.

Mr. Chairman, after operating the area vocational-technical school network for approximately five years, we began the second phase of a plan to improve our total vocational education effort. We initiated the comprehensive high school program. Policies were adopted in 1965 and four centers were identified. This year, FY 1975, we have 76 comprehensive high schools in operation with an enrollment of 36,500 students. An additional 37 are currently funded, for a total of 113. We estimate this to be approximately half the number needed to adequately serve the secondary school students in Georgia.

Let me share with you briefly the procedure we followed in developing this program. It was our decision again to follow a partnership arrangement with local school systems. The State committed itself to contributing 50 percent of the cost for construction and equipment, plus reimbursement for the staff who operate the schools. It was agreed that no center would offer courses in less than six occupational areas. The total investment of $63.9 million in this program since it was begun includes $11.2 million in state funds; $27.2 million in local funds, and $25.4 million in federal funds. Of the federal funds, $19.3 million came from Appalachian and Coastal Plains monies.

After the comprehensive high school program was initiated, it became obvious that many students would need considerable assistance in education and career planning if they were to take advantage of the vocational education opportunities provided in our State at the secondary, post-secondary and adult levels. So, in the middle 1960's, we began two career development orientation or introductory programs. Our CVAE Program (Coordinated Vocational and Academic Education) is designed for the disadvantaged student or potential dropout in grades eight through twelve. CVAE attempts to coordinate the students' on-the-job training with in-school vocational and academic courses, to help them begin to see a direct relationship between their classroom activities and how these skills apply to jobs and life. This is a program that does not limit or define what a student has to be, do or say in order to be accepted. Instead, it accepts him as he is and helps him develop the traits and attitudes necessary for success in life. We now have 163 coordinators serving 7,400 students primarily in grades nine and ten. In another exploratory course called PECE (Program of Education and Career Exploration), junior high students perform simple tasks in work-simulated environments using tools, materials, processes and products peculiar to a given work setting. The PECE program is designed to allow a student to acquire a base of experience, knowledge and skills for future decision-making and to tentatively choose a broad occupational area. At present, the program reaches 25 percent of Georgia students at the junior high school level.

In the early 1970's, our State initiated further efforts to enable students to see the relationship between education and work. At the elementary, junior high and secondary levels, programs of career exploration, career awareness, career decision making and career planning have been developed. These programs have proven quite beneficial in terms of increasing students' awareness of the world of work, improving their career decision making and planning skills and their overall career maturity. At present, this effort is in the developmental and demonstration stage, being implemented in 61 elementary schools. Career guidance programs are under development in grades 7–12 in 16 pilot schools.

In addition, two years ago, our State began at the secondary level a program of job placement and follow through to assist both the high school graduate and the high school dropout to obtain employment and move up the job ladder. We have discovered many of our students need not only preparation for work, but also assistance in making the transition from school into employment. Currently, we provide job placement services in 77 of our high schools.

Also, Mr. Chairman, this year for the first time we have 23 vocational teachers assigned to work specifically with handicapped students in high school. We call this the Vocational Education Awareness Program (VEAP). VEAP coordinators evaluate each eligible student, taking into consideration his particular handicap, abilities and interest. Then the coordinator writes an educational prescription that follows the student through school and until he is either employed or enrolled in a post-secondary school. The 23 programs are in areas with the largest concentrations of handicapped students reaching approximately 500 students in grades nine through twelve.

Of course, still important to our total vocational program in Georgia are the traditional agriculture, home economics and trade and industrial education programs. Our teachers and staff in these areas have done an excellent job of keeping abreast of new techniques and skills to pass along to the 109,000 students in 347 high schools taking courses in production agriculture, home economics and day trade programs.

Other secondary vocational areas include our cooperative programs in distributive education, vocational office training, diversified cooperative training, vocational agriculture and home economics. In co-op programs, students attend classes part of the day and work part-time. We now have 507 teachers and 24,500 secondary school students in these programs.

Mr. Chairman and committee members, this gives you a brief, general description of the vocational and occupational offerings included in the total education program in Georgia. Let me reiterate that these programs could not have reached this high level of development if the Congress had not had the vision and foresight to provide federal funds as you have through the years. In the last decade Congress has expanded the activities for which federal funds may be spent, and for this we are grateful. Still, it is my considered judgment that there are categories that should be consolidated and doing so would provide for a more efficient administration at the local, state and federal levels. For example, I propose that funds provided for career guidance, exploration and job placement be consolidated into a single section thus enabling each state to develop a comprehensive program of career guidance and exploration for elementary and secondary students. Second, I propose that funds for teacher education, leadership development, curriculum development, research and development be consolidated into a single section allowing each state to develop the support activities needed to give direction and leadership to its program. Finally, I recommend that residential vocational education programs, consumer and homemaking, cooperative education, work-study programs and basic state vocational programs be consolidated.

Another problem that has developed in recent years relates to a congressional mandate of procedures for identifying membership on state advisory councils for vocational education. Since we began our area vocational-technical schools in 1960 until now, the State Board of Education, the Georgia Department of Education, my predecessor and I have required local vocational centers to have advisory committees. In addition, specific programs within centers also have advisory committees. It has always been our contention that the educator working in isolation from those in business and industry cannot plan and implement an effective occupational training program. Therefore, it is essential that we involve the consumers of the education product in formulating and operating educational programs designed for employement purposes. I would hasten to point out, Mr. Chairman, that at no time have we, at the state level, designated the appointment of a local advisory committee. This is the responsibility of the legally constituted, local boards of education. I rely on this experience and practice within our state as a basis for my personal belief that the Congress should leave to each state body constitutionally and/or statutorily responsible for public education the authority to designate individuals to serve on state advisory councils. I have no quarrel with the Congress indicating broad areas of representation, but I do believe that more effective program planning and evaluation can be carried out, and more efficient utilization of funds for advisory councils would result if a state body legally responsible for education assumes responsibility for designating individual membership on advisory councils.

This leads me to another area of concern that has developed in recent years as we have worked to implement federal legislation. I refer to the *super*-advisory committee or commission known as the 1202 Commission. Georgians, through the democratic process have adopted a State Constitution that places the responsibility for public education on the Georgia Board of Education and the responsibility for public colleges and universities on the Georgia Board of Regents. I strongly believe it is wrong for Congress to ignore this organizational structure and require the appointment of a commission seperate from these two boards. In Georgia, the State Board of Education and State Board of Regents have an excellent cooperative relationship. Both boards feel it is important to consider the total educational effort—from kindergarten through graduate school. In fact, several years ago the two boards developed a standing contract to provide for joint occupational programs in area postsecondary vocational technical schools and in the junior and/or senior colleges.

This cooperative plan has been followed through the years with good results. For example, it has been agreed that the State Board of Education will not use its limited resources to construct additional vocational schools, and the State Board of Regents will not construct additional junior colleges unless they resulted from joint planning efforts. In fact, several years ago, the State Board of Education declared a moratorium on building additional postsecondary vocational centers. The chancellor of the University System of Georgia, serving as the constitutional officer for the State Board of Regents, and I, serving as the constitutional officer for the State Board of Education, meet periodically to review our joint programs and to initiate new ones to serve the needs of our people. If we have need in a particular geographical area for an occupational training program and there is no area vocational-technical school nearby, we attach the program to a junior college, with a joint operation at the nearest vocational-technical school. In other locations, the junior colleges and vocational-technical schools develop continuing joint programs in areas of distribution, marketing, secretarial training, drafting, data processing, etc. We have found these programs to be most effective and to serve our needs well. If Congress substantially finances 1202 commissions across the nation, it will be building another layer of bureaucracy. Additional red tape will greatly delay and hamper a state's efforts to get the educational job done.

If it is the intent of Congress to mandate state planning for occupational education, let me suggest that you place that responsibility specifically on the shoulders of the state constitutional and/or statutory authorities already responsible for public education. We have no trouble in our State operating joint programs. In the final analysis, the development of policies and priorities is the management responsibility of agencies charged with carrying out programs, and these responsibilities cannot be delegated to an outside advisory group superimposed by federal statute. The present federal statutes for mandating 1202 commissions indicate that the State Board of Education and the State Board of Regents in Georgia would be subservient to the 1202 Commission. Mr. Chairman, I plead with you *not* to create additional bureaucratic structures that will consume our limited resources.

Mr. Chairman, all of the concerns I have expressed about the 1202 Commission can be applied to portions of proposed legislation for vocational education. Proposals are made to separate the administration of vocational education programs at the post-secondary level from the administration of such programs at the secondary level. When we developed the post-secondary vocational-technical education program in Georgia, we felt we needed a tuition-free occupational training program for Georgians different from the programs offered at the junior or senior college levels. This program has been successful. It is accomplishing the purpose for which it was established—to make people employable.

Since post-secondary vocational education is the culmination of an educational process that precedes employment, the instruction must result in individual students either getting a job or continuing their educational development. I personally feel that we cannot evaluate the effectiveness of a program by calculating the number of dollars spent per person and the number of people enrolled in a particular subject or occupational area. While serving as State Director of Vocational Education, I measured the success of our area vocational-technical school programs and other occupational education efforts in terms of how many people were employed in the areas for which they were trained. I also asked—were these people still employed at the end of six months, and were they able to advance in their occupations? This method of evaluation continues to be a valid one. According to a job placement study conducted by the staff of our post-secondary area vocational-technical schools, in FY 1974, 94 percent of persons enrolled in area schools who were available for placement received jobs. Eighty-three percent of that number were employed in the field for which they were trained or in related fields. Only 11 percent of those available for placement were employed in related fields or in fields other than those for which they were trained. You will probably be interested to know that 27 percent of those completing training in the area schools were classified as handicapped. Of the 27 percent available for placement, 87 percent were employed. I believe you will agree with me that these figures show that we must be doing something right in our post-secondary vocational-technical school program in Georgia. In the past ten years, Georgia has consistently had a lower unemployment rate than the national average. We think our occupational training programs have had something to do with our lower unemployment rate.

Mr. Chairman and distinguished members of this committee, I am grateful for the assistance federal funds have provided, and as educator responsible for public education in Georgia, let me plead with you to look seriously at any and all proposed extensions of vocational education. In the final analysis, I ask you to recommend to the full Congress legislation that will permit us to get the job done in an efficient and effective manner with as little bureaucracy as possible. Hold us accountable—but hold us accountable for the end product. We have entirely too many college graduates wandering aimlessly without a salable skill. We have too many individuals with poor work habits and others with a low level of skill development. The states must be given an opportunity to satisfy these needs and accept the responsibility if education is to make a significant contribution to the recovery of our deteriorating economy and the permanency of the free enterprise system.

Thank you, Mr. Chairman, for your past interest and concern, and that of this committee and the Congress. Let me leave with you a standing invitation for you, members of this committee and the committee staff, to visit our educational programs in Georgia.

Dr. Nix. When we developed an area vocational-technical school program beginning in 1960, it was a result of the State board of education's desire to bring about a balance in our total educational effort between academic and vocational or occupational education.

This was necessitated because of the transition from an agricultural economy to a more mechanized agricultural operation, releasing a lot of our people from the farms for other types of employment.

In the early 1960's with the help of the Federal legislation on the books at that time, we initiated this program. We have three or four criteria that we wanted to follow. One related to the fact that we did not want to exclude anyone from the opportunity of getting skills necessary for employment.

The other criterion was that we would put occupation training programs witin 35 miles of every Georgian. Today we have 26 of those schools in operation and we have invested a total of approximately $60 million in construction.

Initially we started out as a partnership arrangement with local, State, and Federal funds. We now do all construction with State funds and the purchase of all equipment. In addition, we provide for the salaries of the administration and instructional staffs from State funds.

This fiscal year we are supplying those funds.

Now, Mr. Chairman, the development of these schools over this period of time has filled a tremendous need that we have, but we recognized in 1968 that there was a vacuum in our total plan to service industry and to service business, and we looked to our State legislature and asked for what we now call a quick start training program.

This program is designed by State statute to the extent that the members of our staff can go anyplace in this Nation and visit with a business or industry and design an instructional program, come back to our State, go into the community where the industry will be locating or expanding, and to implement a training program of local citizens to have these citizens productive when the industry opens, when the building is complete.

This past year we utilized $750,000 for this purpose with 57 industries, and this placed people into employment immediately completing the training program.

Chairman PERKINS. Let me ask one question. Do you know when these industries are going to come in? Do they come and contact you and tell you the type of training you need and do you go into that community or that area school close by and begin to set up the appropriate training?

Dr. NIX. Mr. Chairman, the industry will contact us or a member of the industry or development committee will contact us. Once the industry does not have any reservation about being identified—because there is tremendous competition between the States—we then send our staff to the industry that is in operation outside of the State or in the State, whichever the case may be, and with the management, the personnel officer, supervisors of the plant itself, we will sit down and develop a training program, then go back to the area school, if it is in an area school vicinity—if not, we will even lease buildings—and we will purchase equipment, unless it is specialized equipment, to put into those training programs.

We work with the Labor Department and with the local school officials to identify those individuals that wish to become employed in that plant, and we put the training program into operation even to the extent of employing the supervisors from the plant itself, rather than our own instructional staff.

This has served us well. Now, after we operated this program, the area school program, some 4 or 5 years, in the early 1960's we recognized that we were missing something from our secondary school program, Mr. Chairman.

Beginning in 1965, we approved four—what we call—comprehensive high schools. This program, when it was initiated, provided that not less than six occupation areas would be involved in a particular high school.

The State would put up half of the money for the building and equipment and furnish the instructors, and the local system would put up half. We now have moved this program to 113 funded comprehensive high schools with 76 in operation this year.

We believe that eventually it is going to require some 250 to completely cover our State.

Now, after we had these occupational programs specifically directed toward skill development in operation, we looked then at the other portion of our total plan for education, relating to the awareness on the part of students as to what the world of work was all about, career guidance, so to speak, and we initiated in the mid-1960's two programs.

One of the programs related to what we call CVAE. This is coordinated vocational and academic education. Here again, Mr. Chairman, we could not have done this had we not had funds under the 1963 amendment.

We started this program and we now have some 163 of these coordinators working with students to help them and the teachers to coordinate the academic and vocational instruction to the point that the student will see indeed that there is some relevance between the instructional program and some occupation that he is interested in pursuing.

In addition to that, we developed another program that related to career awareness and career education or guidance, whatever you would like to call it, called PECE. This is a program of education and career exploration.

We now have in the junior high school level about 25 percent of all of our students participating in this particular program.

Here again, with the help of the 1963 amendment, we started programs in career guidance in 16 pilot schools in grades 7 through 12 in 61 elementary schools, here again relating to the individual's interests, his attitudes, his aspirations, toward the whole business of the world of work.

Two years ago we initiated a job placement program in the high schools, and we now have 77 of those where we put a coordinator out there to work not only during the school year, but in the summertime, with high school graduates, high school dropouts, helping them to find employment.

The most recent demonstrated program, Mr. Chairman, that we have initiated relates to what we call VEAP. This is vocational education awareness program for handicapped children. We have recognized that many of the handicapped, if given an opportunity to develop a skill, will become an even better employee in some occupations than even a normal individual because they will continue. This is particularly true with some of the deaf.

Now, all of this, Mr. Chairman and members of the committee, has been developed in addition to our traditional programs, and the point I would like to leave with you is that we have utilized the support from the Smith-Hughes Act and every vocational act since that date to help us to stimulate our local systems, our State legislature, our State board of education in moving toward a total educational program to meet the needs of all of our people, because we recognized many years ago that there would probably be only employment for some maybe 25 percent of the people of this Nation in occupation that would require a college degree, and, if we were truly going to make our people productive, we had to bring in skill development leading toward employment in occupations that did not require a college degree.

We are well on our way toward a total program of education for our people, and I would like to plead with you and members of this committee to help us to continue this effort and to perhaps, as you look at all of the legislation that is before you, consider the possibility of giving us as small a number of categories as you can, so that we do not utilize unnecessarily the funds in administration because we do have limited funds, and, if we have too many categories to keep up with, it is costing data processing and accounting and things of this nature.

I would also plead with you to hold the State legal constitutional and statutorial organizations responsible for carrying out what the Congress wants to be done. In other words, if you want a total program of vocational education, then——

Chairman PERKINS. You are saying we should have one board?

Dr. NIX. Yes.

Chairman PERKINS. One board to do it all?

Dr. NIX. And require that board to submit a State plan for consideration by the national administration that would reflect the State's total efforts of these operation boards, and they are operational if they are constitutionally and statutorily provided for within the State-by-State constitution or by the legislature. They are the people that operate public education and they are the people that ought to do the planning and they are the people that ought to put this total plan together to reflect to the Congress and to the people of the State, first of all, and then to the Congress and the Nation that we do have a direction established and that we are progressing down that avenue and, in this case, to put our people to work as far as occupational education.

Chairman PERKINS. Dr. Nix, let me interrupt you and compliment you on such an outstanding testimony. In all probability, you will be recalled again at a later date when we have some witnesses from technical institutes in the country and some 4-year colleges.

It is my idea to get a group of good men, good educators, in the country around that table representing the different constituencies and come to the right type of conclusion.

I know of your good work in Georgia. I hope to visit your great State again and dedicate another great school down there, but no State in the country has made more progress than your State under your leadership, which speaks mighty well of you. I will be seeing you from time to time and will be in contact with you.

I am going to ask Mr. Risenhoover to come over and take my seat. We are going to the House Committee on Rules this morning.

Dr. NIX. Mr. Chairman, as you leave, let me repeat my standing invitation. I would be most privileged to have you or any member of the committee or any member of your staff to come and spend 1 day or 2 days or 1 week with us and look at what we are talking about and what we are trying to do.

Chairman PERKINS. We may just do that. We are going to do more oversight work than we have ever done in the past. There has been some criticism of committees in general, that they do not follow through and see how the laws are administered. Sometimes the intent of the Congress is completely thwarted by the Office of Education, and we want to do a better job, all of us, and we will certainly come around and visit with you.

Dr. NIX. Thank you, sir.

Chairman PERKINS. Mr. Risenhoover, take this seat, please.

[Off the record.]

Mr. RISENHOOVER. I guess you gentlemen have discussed among yourselves who wants to speak first and the order in which you want to speak. The list I have here shows Mr. Miller, Dr. Cleck, Dr. Mosier, Dr. Creech, in that order.

We will go ahead and insert your prepared statements in the record, and you can just summarize these as you desire, and then questions will be directed from the subcommittee members.

I would like to apologize to Mr. Goodling, our distinguished colleague from Pennsylvania, for the interruption here.

[The combined statement follows:]

COMBINED STATEMENT OF DR. JOHN E. CLEEK, EXECUTIVE ASSISTANT TO THE CHANCELLOR, OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION, ET AL.

Mr. Chairman, members of the committee, and special greetings to Congressman Risenhoover from Oklahoma's second district--Thank you for the opportunity to provide information to the Subcommittee on the subject of career, vocational, and occupational education—a subject of critical importance to our State of Oklahoma.

It is our desire to share with the Subcommittee certain background information regarding Oklahoma's structure for public education and then to describe for you in more detail the development and current scope of postsecondary technical and occupational education in our State.

In Oklahoma, the State Board of Education is charged with responsibility for administering all programs of education through Grade 12. Action of the Oklahoma Legislature in 1967 expanded the membership of the State Board of Education and authorized the expanded board, known as the State Board of Vocational and Technical Education, to serve as the agency responsible for vocational education programs authorized by the Vocational Education Act of 1963.

Article XIII–A of the Constitution of Oklahoma adopted by the people on March 11, 1941, provides that "all institutions of higher education supported wholly or in part by legislative appropriations shall be integral parts of a unified system to be known as The Oklahoma State System of Higher Education" (See Attachment A). This constitutional provision also created the Oklahoma State Regents for Higher Education as the coordinating Board of Control for all such institutions of higher education with certain specific powers relating to (a) Functions and Courses of Study, (b) Standards of Education, (c) Degrees and Other Academic Awards, and (d) Determination of Budget Needs and Allocation of Financial Resources.

The same Oklahoma Legislature that submitted the Constitutional amendment to the people in 1941, subsequently enacted vitalizing legislation for the amendment which, among other provisions, defined the term "Higher Education". Section 20 of Chapter 45, Session Laws Oklahoma 1941, provides as follows:

"Higher Education, as the term is used herein and in Article XIII–A of the Constitution of the State of Oklahoma is defined to include all education of any kind beyond or in addition to the twelfth grade, or its equivalent, as that grade is now generally understood and accepted in the public schools of the State of Oklahoma; . . ."

The Oklahoma Legislature in the Spring of 1973 caused the contents of a Memorandum of Understanding and Agreement between the State Regents and the State Board of Vocational and Technical Education to be enacted into Law as Senate Joint Resolution Number 3 (See Attachment B). This expression of Law served to reiterate and bring sharply into focus the intent of the various provisions of the Constitution and the Statutes previously enacted which relate to the respective jurisdictions of Oklahoma public education and the responsibilities of the boards and institutions that make up the different jurisdictions. Section 2 of this Resolution provides as follows:

"The term High Education as used in Article XIII–A of the Constitution of Oklahoma and the vitalizing Statutes or the term postsecondary education shall mean all education of any kind beyond the twelfth grade in which students pursue study and for which the credit earned may apply toward meeting requirements for a degree, diploma, or other postsecondary academic or collegiate award, and shall also include bonafide postsecondary adult and continuing education, extension and public service education, and organized research as may be authorized by the State Regents as a part of the functions and courses of study of a member institution in The Oklahoma State System of Higher Education."

Section 8 of the Resolution relates to the matter of approval of postsecondary level programs as follows:

"Technical and occupational education programs to be operated at the postsecondary level must be approved by the State Regents. Programs of technical and occupational education when approved by the State Regents may be eligible for supplemental funding provided by the State Board in accordance with terms of a contract existing between the State Board and the State Regents."

The existence of such a Memorandum of Understanding and Agreement is evidence of the fact that there are certain inherent problems in the present structure for the administration of vocational education programs in the various States arising from overlapping responsibilities in the area of postsecondary education. Our appearance before the Subcommittee today, in the context of this Memorandum of Understanding, will focus on the development of technical and occupational education at the postsecondary level in the State of Oklahoma.

The recent history of postsecondary technical and occupational education in Oklahoma dates back to the early 1960's, when the Oklahoma State Regents for Higher Education as an integral part of the Self Studies for Planning in Oklahoma Higher Education conducted a study to identify the occupational needs of Oklahoma citizens for which postsecondary education and training was required. This study identified 99 occupational fields and projected the future manpower requirements in each of these fields for each quadrant of the State and for the State as a whole.

At that time, institutions in The Oklahoma State System of Higher Education were offering 75 programs which could be described as technical and/or occupational in nature. The overwhelming majority of these were offered at two locations, the Oklahoma State University School of Technical Training at Okmulgee, and the Oklahoma City Technical Institute.

Since that time, the scientific and technical explosion of the post-Sputnik era has created an almost insatiable demand throughout our society for a new type of training which is more sophisticated than secondary level vocational programs yet stops short of the traditional professional programs. During the past ten years, institutions in The Oklahoma State System of Higher Education have responded in a dramatic way to the technical and occupational education requirements of the citizens of our State. During the current academic year, 1974–1975, some 358 programs are in operation on 27 campuses throughout the State. Enrollment in these programs is in excess of 12.000 students.

Detailed information regarding the currently offered educational programs is contained in the *Inventory of Technical Education Programs* published by the Oklahoma State Regents for Higher Education in September, 1974 (see Attachment C). Included among the 358 programs are such widely varied offerings as Nursing, Dental Hygiene, Air Traffic Control Management, Inhalation Therapy, Electronics, Computer Science, Culinary Arts, Refrigeration and Air Conditioning Technology, Commercial Art, Diesel Mechanics, Child Development, Police Science, Corrections, Accounting and General Business, Funeral Services, Building Construction Technology, Industrial Drafting,, Metals Technology, Secretarial Science, Agri-Business, Fashion Merchandising, Farm and Ranch Management, Fire Protection Technology, Petroleum Technology, Radiation and Nuclear Technology, Medical Emergency Technology, Occupational Therapy and Therapeutic Recreation, Surgical Technology and numerous other programs.

Although we have not been allowed access to the Reports filed by the State Board of Vocational Education, we feel certain that as of the present time the majority of substantive program offerings in Oklahoma are at the postsecondary level as are the majority of full time equivalent students and, most importantly to our State's economy, the majority of the graduates. Forecasts of the educational requirements for new entrants to the labor force, while showing only a modest need for high school vocational graduates, show a continuing acceleration of the demand for postsecondary technical education graduates.

The growth and development of postsecondary technical and occupational education programs in Oklahoma has been a direct result of the high priority assigned to such programs by the Oklahoma State Regents for Higher Education. This is illustrated by the level of budgetary support allocated by the State Regents to these programs in the current year. During Fiscal Year 1974–75, the State

Regents allocated as a part of the regular Higher Education Funding Program $15,552,637 for the support of these postsecondary technical and occupational education programs. This represents 94.1% of the total support which the programs receive. Less than 6 per cent of the total funding ($968,605) is received from the State Vocational Education Fund Allocation pursuant to the contractual arrangement between the State Board and State Regents. (See Attachment D for a breakdown of the institutional allocations for fiscal years 1974 and 1975.)

It is not our intention to leave the impression in our Testimony that the supplemental funding which we receive through the Vocational Education Act appropriations is insignificant, however, we want to make it clear to the Committee that the growth and development of postsecondary technical and occupational education has resulted primarily from the efforts of the State Regents and the colleges and only incidentally from the supplemental funding received from the Federal Government. We do want the Committee to be aware that during the current Fiscal Year these 358 technical and occupational education programs are operating at a deficit of $534,326 below the minimum level required for quality education. The State Regents requested the State Board for Vocational and Technical Education to provide supplemental funding to meet this deficit but did not receive the money. The deficit was calculated on the basis of the detailed research of the Oklahoma State Regents for Higher Education as part of their comprehensive Program Budget System which is based on actual costs of operation.

The amount of the deficit ranges from a high of $277,461 at the OSU School of Technical Training at Okmulgee to a low of $2[illegible]4 at Sayre Junior College. At Okmulgee for example, the total projected budget requirement for the current year amounted to $4,432,077, however, funds available for support of the programs total only $4,154,616 of which amount $4,083,616 was provided from regular higher education funds and only $71,000 from the vocational education supplement. The Committee will be interested to know that over the past ten years the regular funding by the State Regents of the OSU School of Technological Training at Okmulgee has increased from $1,653,483 to its present level of $4,083,616, an increase of $2,430,133. During that same period of time, the vocational education supplement allocated by the State Vocational Board has increased from $61,000 to only $71,000.

Surely something is wrong with a system which provides only $71,000 in Federal funds to one of the Nation's finest residential vocational schools, while providing many times that amount for operation of area vocational high schools enrolling only a fraction of the number of students.

One of the more distinctive and significant aspects of postsecondary technical and occupational education is illustrated by the average age of the students served by our institutions. At the present time the average student in the community colleges and technical institutes of Oklahoma is between 25 and 30 years of age. Many of these students were denied access or failed to seek access at an earlier age and now appreciate more fully the importance of the education and training we offer them.

In addition we have many students who have returned to school for the relevant education we offer after finding their previous generalized education inadequate as preparation for employment. It is no longer unusual for students with bachelor's, master's or even an occasional Ph.D. to enroll in the sophisticated job-oriented technical and occupational programs of our colleges and technical institutes. The expectation that most high school students are ready to make a commitment to a definite career goes counter to what we know about occupational choice. The jobs taken by the vast majority of high school graduates and dropouts who go directly to work should not be confused with careers.

In view of the nature of the responsibilities associated with many of the sophisticated programs of technical and occupational education, it is essential that our students possess a high level of maturity. A seventeen or eighteen year old may be capable of performing the specific tasks associated with a Medical Secretarial position or Air Traffic Control Management, however, experience has shown that society is not willing to place the life of its citizens in the hands of many seventeen and eighteen year olds who may lack some of life's maturing experiences.

To our way of thinki[illegible] the quality, not necessarily the quantity, of technical education that i[illegible]eal issue. The postsecondary technical education programs that are of hi[illegible]gh quality to ensure employment in the advanced technological age in w[illegible]e are now living can be found on the campuses of

America's community and junior colleges. The curricular patterns and instructional techniques must be such that we can handle the most concrete areas of skill development as well as the most abstract features of critical analysis. The requirements of sophisticated technology are such that they require this quality of instruction which can only be found at the postsecondary level.

Given the disparity between the magnitude of society's needs and the limitation of resources, careful planning is required in order to ensure that the scarce resources available will be used to their maximum degree of efficiency and effectiveness. As the Committee is aware, good planning is a continuing endeavor which must be broad enough to encompass society's needs yet detailed and specific enough to provide the basis for individual program development. Although our institutions have made every effort to utilize the planning tools of other agencies, such as the Occupational and Training Information System (OTIS) experience has taught us that such documents must be used with extreme caution since they are not based on an indepth analysis of needs but are more related to the justification of existing programs.

In view of the failure of such joint planning efforts to meet the needs of our institutions and also to ensure the relevancy of the programs we offer, each technical and occupational program in our institutions is planned, implemented, and monitored with the assistance of local advisory committees which include business and industrial leaders, representatives of the occupational field to be served by the program, as well as the consumers who will be the ultimate beneficiaries of the education and training which we offer. In addition to the quality control function performed by the local advisory committees each of our programs is subject to evaluation and approval by the Oklahoma State Regents for Higher Education, regional accreditation and specialized program accreditation in many of the more sophisticated areas such as the allied health and engineering technology fields.

The need for careful, coordinated, and comprehensive planning is one of the most convincing reasons for our appeal for allocation of postsecondary funds direct to the agency within our State responsible for postsecondary education—the Oklahoma State Regents for Higher Education. The uncertainty of the present arrangement makes it impossible for the State Regents to do the kind of orderly planning necessary for the most efficient utilization of all available funds.

Far more preferable would be an arrangement whereby the programs to be operated, the budgetary support required and the allocations of such available funds would be determined prior to the beginning of the fiscal year. If the Federal Vocational Education funds were allocated directly to the State Regents this kind of planning would occur.

Apparently we are doing more than a few things right in our postsecondary technical and occupational programs considering the success of our graduates in securing and retaining employment in their areas of training. In the face of disturbingly high unemployment data our placement rates are running in excess of 80 per cent in many of our programs. For example, a recent study conducted by Tulsa Junior College indicated that 87½ per cent of their occupational education program graduates obtain employment in a job related to their training and the remaining 12½ per cent pursue additional education in their field.

As members of the Subcommittee are well aware, the cost of operating sophisticated postsecondary technical and occupational programs is significantly greater than that of the less sophisticated secondary level programs or non-laboratory academic and general education programs of a postsecondary nature. In fact, many of the technical and occupational programs we offer are comparable in cost to some of the graduate level program offerings in our advanced universities Given such proportionately higher costs, it is important to us that the distinctions reflected in the Memorandum of Understanding and Agreement in effect in Oklahoma be scrupulously observed so as to avoid unnecessary duplication of programs and services which result in the wasteful dissipation of public tax funds.

The community colleges and technical institutes in Oklahoma take seriously their responsibilities and earnestly desire to respond in proportion to society's needs. The State of Oklahoma is committed to a continuing high level of support for these programs. However the fiscal realities of the present day require a more equitable distribution of available federal funds to supplement the efforts of the State.

We are aware of the Congressional mandate that a minimum of 15 per cent of the allotment to each State be set aside for postsecondary level programs. We are also aware that information has been presented to this Subcommittee indicating that expenditures for postsecondary programs in Oklahoma for Fiscal year 1973 amounted to 30.2% of the State's allotment.

Since we have been unable to obtain information regarding the total allocation of Federal funds to Oklahoma we are unable to calculate the correct percentage. However, the facts as we know them are as follows: (1) In each of the past two fiscal years (1974 and 1975) a total of only $968,605 has been allocated by the State Vocational Board for postsecondary technical and occupational programs; (2) A minimum of $534,326 additional would be required to fully fund the 358 programs now in operation; (3) a minimum of $648,000 would be required to implement the 23 high priority programs now being held in abeyance for lack of funds; (4) The State Regents are providing more than 94% of the support for postsecondary technical and occupational education programs in Oklahoma.

CONCLUSIONS AND RECOMMENDATIONS

1. We conclude that the present level of Federal support for postsecondary technical and occupational education in Oklahoma is inadequate. We are not receiving an equitable share of available funds. We recommend therefore that such funds as may be appropriated by the Congress be divided on the basis of documented need determined on such bases as enrollment, relative costs, manpower requirements or a combination of these or other factors. Our own experience is that postsecondary level programs in Oklahoma should receive some 40 to 50 per cent of the funds if allocations were presently based on programs and enrollment.

2. We recognize that at the time of the enactment of the Vocational Education Act back in 1963, the majority of the programs covered by the Act were secondary level and thus the responsibility of the various State Boards of Education. A single state agency for the administration of the Act was therefore the obvious arrangement. The totally different circumstances which prevail today require a different administrative arrangement.

We strongly recommend therefore that funds appropriated for post-secondary technical and occupational education be allotted directly to the agency within each State legally responsible for postsecondary education. By such a simple arrangement the Congress will ensure more efficient utilization of available funds and will eliminate the possibility of postsecondary funds being diverted either for state level administrative costs or for other activities unrelated to postsecondary technical and occupational education.

3. It is our understanding that the intent of Congress in the enactment of the Vocational Education Act was to stimulate and encourage the expansion of vocational and technical education opportunities in the various States. However in our State the expenditures for State level administration are approximately double the amount of funds provided for operation of postsecondary programs. It is our recommendation that Congress establish a maximum expenditure for State level administration so as to assure use of the funds for their primary purpose.

4. Finally, we have carefully reviewed the various proposals for revision and extension of the Vocational Education Act which have been introduced. In our considered judgment H.R. 3036 introduced by Congressmen Perkins and Quie contains the essential features which we feel are critical to the effective and efficient operation of Vocational and Technical Education in Oklahoma. We, therefore, urge serious and favorable consideration of the provisions of H.R. 3036 when you markup the final bill.

ATTACHMENT A

ARTICLE 13 SECTION 8—CONSTITUTION OF OKLAHOMA

ARTICLE XIII-A.—OKLAHOMA STATE SYSTEM OF HIGHER EDUCATION

Section 1. Oklahoma State System of Higher Education.—All institutions of higher education supported wholly or in part by direct legislative appropriations shall be integral parts of a unified system to be known as "The Oklahoma State System of Higher Education." Added State Question No. 300, Referendum Petition No. 82. Adopted Special Election March 11, 1941.

Section 2. Oklahoma State Regents for Higher Education—Establishment—Membership—Appointment—Terms—Vacancy—Powers as coordinating board of control.—There is hereby established the Oklahoma State Regents for Higher

Education, consisting of nine (9) members, whose qualifications may be prescribed by law. The Board shall consist of nine (9) members appointed by the Governor, confirmed by the Senate, and who shall be removable only for cause, as provided by law for the removal of officers not subject to impeachment. Upon the taking effect of this Article, the Governor shall appoint the said Regents for terms of office as follows: one for a term of one year, one for a term of two years, one for a term of three years, one for a term of four years, one for a term of five years, one for a term of six years, one for a term of seven years, one for a term eight years, and one for a term of nine years. Any appointment to fill a vacancy shall be for the balance of the term only. Except as above designated, the term of office of said Regents shall be nine years or until their successors are appointed and qualified.

The Regents shall constitute a co-ordinating board of control for all State institutions described in Section 1 hereof, with the following specific powers: (1) it shall prescribe standards of higher education applicable to each institution; (2) it shall determine the functions and courses of study in each of the institutions to conform to the standards prescribed; (3) it shall grant degrees and other forms of academic recognition for completion of the prescribed courses in all of such institutions; (4) it shall recommend to the State Legislature the budget allocations to each institution, and; (5) it shall have the power to recommend to the Legislature proposed fees for all of such institutions, and any such fees shall be effective only within the limits prescribed by the Legislature. Added State Question No. 300, Referendum Petition No. 82. Adopted Special Election March 11, 1941.

Section 3. Appropriations—Allocation.—The appropriations made by the Legislature for all such institutions shall be made in consolidated form without reference to any particular institution and the Board of Regents herein created shall allocate to each institution according to its needs and functions. Added State Question No. 300, Referendum Petition No. 82. Adopted Special Election March 11, 1941.

Section 4. Co-ordination of private, denominational and other institutions of higher learning.—Private, denominational, and other institutions of higher learning may become co-ordinated with the State System of Higher Education under regulations set forth by the Oklahoma State Regents for Higher Education. Added State Question No. 300, Referendum Petition No. 82. Adopted Special Election March 11, 1941.

JOINT RESOLUTIONS

TECHNICAL AND OCCUPATIONAL EDUCATION—AGREEMENT

S.J.R. Res. No. 35 [*]

A joint resolution relating to technical and occupational education; validating memorandum of understanding and agreement of the State board for [**] vocational and technical education and the Oklahoma State regents for higher education regarding jurisdictional responsibilities; commending these two State agencies for this exemplary act of leadership for cooperation and teamwork; and directing distribution.

Whereas, the advance of technology over the past decade has made it essential that a greater emphasis on vocational, technical and occupational education be given in the educational programming at all levels of learning; and

Whereas, the increasing demands upon financial resources of public education make it imperative that there be a high degree of cooperation in the planning and administration of vocational, technical and occupational programs of education in order to avoid duplication of resources and to achieve the greatest return on the tax dollar invested by the people in this field of education; and

Whereas, the Oklahoma State Regents for Higher Education has responsibility for state-level planning, development and coordination of higher education including the determination of functions and courses of study, the prescribing of standards of education, the granting of degrees and other forms of academic recognition for completion of prescribed courses of study, and the allocation of budgetary resources; and

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[*] 70 O.S. Supp. 1973, §§ 2251 to 2272.

[**] Should read "OF."

Whereas, the State Board of Vocational and Technical Education has responsibility for state-level planning, development and coordination of the area vocational-technical schools, and for promoting the development of vocational and technical education through providing consulting services in the preparation of programs and through the supplemental funding of programs; and

Whereas, these two state agencies, the Oklahoma State Regents for Higher Education, hereinafter referred to as the State Regents, and the State Board of Vocational and Technical Education, hereinafter referred to as the State Board, have subscribed to a Memorandum of Understanding and Agreement interpreting and delineating their respective jurisdictional responsibilities as set forth in the Constitution and statutes and dedicating themselves to teamwork and cooperation in the administration of vocational, technical and occupational education in Oklahoma. Now, Therefore, be it

Resolved by the Senate and the House of Representatives of the 1st Session of the 34th Oklahoma Legislature:

Section 1. Validation of Memorandum of Understanding and Agreement subscribed to by State Board of Vocational and Technical Education and State Regents for Higher Education.

The Legislature takes note of the implications and significance of this historic development in the administration of affairs relating to public education in Oklahoma and validates the Memorandum of Understanding and Agreement subscribed to by these two agencies of state government.

Section 2. Definitions

The term "higher education" as used in Article XIII-A of the Constitution of Oklahoma and the vitalizing statutes or the term "postsecondary education" shall mean all education of any kind beyond the twelfth grade in which students pursue study and for which the credit earned may apply toward meeting requirements for a degree, diploma, or other post-secondary academic or collegiate award, and shall also include bona fide postsecondary adult and continuing education, extension and public service education, and organized research as may be authorized by the State Regents as a part of the functions and courses of study of a member institution in the Oklahoma State System of Higher Education.

Section 3. Manipulative skills—Development

The development of vocational and occupational education which involves manipulative skills such as machine shop, printing, carpentry, stenography and distributive education shall be accomplished primarily at the secondary level of learning in programs provided by the high schools and area vocational-technical schools under the jurisdiction of the State Board of Vocational and Technical Education.

Section 4. Skill-type programs

Educational programs in practical nursing, cosmetology and other skill-type programs requiring the completion of a certain number of clock hours of training for licensing shall be the responsibility of the area vocational-technical schools under the jurisdiction of the State Board.

Section 5. Out-of-school youth and adults—Programs

Programs in initial skill training, refresher skill training and upgrade skill training for out-of-school youth and adults shall be the responsibility of the State Board.

Section 6. Cooperation with industrial development efforts

It is a responsibility of the State Board to cooperate with the industrial development efforts of the state by providing special training programs to support the activity. The State Board will continue to provide this assistance in the area of initial skill training for workers to be employed in new industry locations.

Section 7. Theory oriented education programs

The development of technical and occupational education that is more theory oriented and requires knowledge of mathematics and/or the physical sciences for specialization in the engineering and/or scientific fields for preparation of support technician personnel such as engineering technicians, registered nurses and medical technicians, though not exclusive of other similar areas, shall be accomplished in institutions of higher education under the jurisdiction of the State Regents.

Section 8. Approval of programs—Supplemental funding

Technical and occupational education programs to be operated at the postsecondary level must be authorized and approved by the State Regents Programs of technical and occupational education when approved by the State Regents may be eligible for supplemental funding provided by the State Board in accordance with terms of a contract existing between the State Board and the State Regents.

Section 9. Research and planning

Research and planning for the further development of higher education programs is accomplished by the State Regents including reports relating to enrollments, program operations, admissions, finances and the like, which are submitted by colleges and universities to the State Regents as provided by law and regulation, and information so gathered from these surveys and reports is analyzed and utilized by the State Regents in evaluating the progress of Oklahoma higher education and in the planning for its future development, provided that the information will be used by the State Regents in making reports to the State Board regarding the operation of those programs for which the State Board provides supplemental funding and the results of other research will be shared as may be appropriate and useful.

Section 10. Manpower supply and demand data

The State Board shall make available to the State Regents manpower supply and demand data and recommend the initiation, expansion or discontinuance of postsecondary occupational education programs as need for such is indicated by the demand data available.

Section 11. Review and assessment

The State Regents and the State Board should cooperate in a comprehensive review and assessment of the needs, status and direction of vocational, technical and occupational education in Oklahoma with the view of preparing a statewide plan for the orderly, systematic and coordinated development of programs as deemed necessary to meet the needs of the people of Oklahoma in this field of education, which state plan should delineate between educational programs to be offered at the secondary level and those to be offered at the postsecondary level in order that any unnecessary duplication or overlap existing will be eliminated and that such will be avoided in the development of secondary-postsecondary programs of vocational, technical and occupational education in the future.

Section 12. Budget by State Regents

The State Regents shall budget funds for the primary support of Regents' approved technical and occuational programs of education at junior colleges, technical institutes and other institutions in the State System to the extent of financial resources available and will anticipate supplemental funding from the State Board as needed and as may be available.

Section 13. Budget by State Board

The State Board shall budget a portion of its funds received from state and federal sources for supplementing the funding of postsecondary programs of technical and occupational education offered in the State System, provided that the number of postsecondary educational programs being offered and the number of students enrolled in these programs at junior colleges, technical institutes and other institutions in the State System shall be taken into consideration in the State Board's determination of the amount of funds to be allotted for supplementing the funding of postsecondary programs, and provided further, that the professional staff of the State Board will be made available for technical assistance to the State Regents' staff in the development and review of postsecondary technical and occupational education programs.

Section 14. Supplemental funding contracts

The State Board shall contract with the State Regents for the administration of the amount of funds set aside for supplementing the funding of postsecondary programs, and the State Regents shall assume responsibility under terms of the contract to allocate the funds for supplemental support of bona fide programs consistent with federal laws and regulations and shall be accountable for expenditure of the funds accordingly, provided that the State Board will include in the supplemental funding contract with the State Regents an amount of funds to underwrite the costs of one or more professional positions on the staff of the State Regents for the purpose of working with institutions in the promotion and development of technical and occupational education, and provided that the contract should be negotiated early in the spring of the year to allow for the planning and budgeting for best use of the funds by various institutions receiving supplemental allocations.

Section 15. Administration of Federal funds

The State Board, acting as the designated state agency for the federal Vocational Education Act of 1963, as amended, shall contract with the State Regents for the administration of that portion of federal funds received for allotment and expenditure for supplemental funding of postsecondary technical and occupational education programs approved by the State Regents.

Section 16. Preparation of State plan

The State Board, acting as the state agency for administration of vocational and technical education funds referred to in Section 14 above, should involve representation from the State Regents in the preparation of the Oklahoma State Plan for Administration of Vocational Education as it concerns postsecondary education programs, including representation on the State Advisory Council on Vocational Education provided for in the Vocational Education Amendments of 1968.

Section 17. Postsecondary occupational education

The State Regents, acting as the designated Section 1202 Commission provided for in P.L. 92-318, should involve representation from the State Board in developing a comprehensive statewide plan for postsecondary education, including representation on the State Advisory Council on Community Colleges to be established by the State Commission pursuant to Title X—Part A, and a similar advisory group to be established regarding planning for development of postsecondary occupational education provided for in Title X—Part B.

Section 18. Occupational education offered at postsecondary institutions—Determination

If it is determined that Title X—Part B of the Federal Aid Law known as P.L. 92-318 is principally for occupational education offered at post-secondary institutions (those fitting the definition of junior colleges, postsecondary technical institutes, etc.), then the State Regents' functioning as the designated state agency for administering federal funds received for occupational education programs shall, by contract arrangement with the State Board, share certain of the federal funds as appropriate for allocation by the State Board for supplemental support of programs operated by institutions under the jurisdiction of the Board (the area vocational-technical schools); and the State Board shall be accountable for administration of the funds so shared with it by the State Regents in accordance with appropriate federal laws and regulations, provided that the number of education programs offered and the number of students enrolled in them shall be taken into consideration in arriving at appropriate division of the state's allotment of funds to be shared with the State Board.

Section 19. Occupational education offered at nonpostsecondary institutions—Determination

If it is determined that Title X—Part B of the Federal Aid Law known as P.L. 92-318 is principally for occupational education offered at non-postsecondary institutions, it shall then become the responsibility of the State Board to function as the state agency for administering federal funds as described in Section 17 and a reverse arrangement of the contractual agreements referred to therein shall prevail.

Section 20. Purpose of resolution

It is the purpose of this Resolution to, by legislative expression, validate the Memorandum of Understanding and Agreement subscribed to by these two state agencies and signed by the Chancellor of the State Regents and the Director of the State Board under date of March 5, 1973, and ratified by the Chairman of the State Regents and the Chairman of the State Board under date of March 29, 1973, which provides that the conduct of the state's education business of a common responsibility will be carried out on a board-to-board contract basis and an office-to-office administrative relationship in order to avoid overlap, duplication, confusion and inefficiency in the planning, development and operation of programs of technical and occupational education.

Section 21. Example for other agencies

The leadership in developing arrangements for understanding and cooperative action between these two agencies of state government, the State Board of Vocational and Technical Education and the Oklahoma State Regents for Higher Education, should be an example for other agencies of state government for cooperation and teamwork when responsibilities of a common nature fall within the bounds of their respective jurisdictions; and the Legislature, by this expression, commends this display of cooperation by these two boards as example for the challenge and guidance of other agencies of state government accordingly.

Section 22. Distribution of copies

Duly authorized copies of this Resolution shall be sent to the Director and each member of the State Board of Vocational and Technical Education, the Chancellor and each member of the Oklahoma State Regents for Higher Education, and the head of each state agency, department, board and commission.

Approved May 10, 1973.

POSTSECONDARY VOCATIONAL EDUCATION SUPPLEMENTS—OKLAHOMA BOARD OF VOCATIONAL AND TECHNICAL EDUCATION

Institution	1974-75	1973-74
Central State University	None	None
East Central Oklahoma State University	None	None
Northeastern Oklahoma State University	None	None
Northwestern Oklahoma State University	None	None
Southeastern Oklahoma State University	None	None
Southwestern Oklahoma State University	None	None
Cameron University	43, 686	65, 000
Langston University	4, 080	4, 100
Oklahoma Panhandle State University	None	None
Oklahoma State University Health Sciences Center	7, 687	9, 000
Oklahoma State University School of Technology	46, 254	64, 380
Oklahoma State University Technical Institute	131, 000	131, 000
Oklahoma State University School of Technical Training	71, 000	71, 000
Carl Albert Junior College	12, 031	None
Claremore Junior College	21, 013	9, 000
Connors State College	22, 805	9, 000
Eastern Oklahoma State College	84, 781	135, 950
El Reno Junior College	1, 165	None
Murray State College	38, 574	57, 150
Northeastern Oklahoma A. & M. College	100, 533	88, 900
Northern Oklahoma College	64, 277	86, 375
Oscar Rose Junior College	96, 462	54, 000
Seminole Junior College	27, 944	13, 500
South Oklahoma City Junior College	46, 249	None
Tulsa Junior College	118, 408	138, 750
Western Oklahoma State College	15, 626	4, 500
Sayre Junior College	15, 030	27, 000
Total	968, 605	968, 605

INVENTORY OF TECHNICAL EDUCATION PROGRAMS

THE OKLAHOMA STATE SYSTEM OF HIGHER EDUCATION

OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION, STATE CAPITOL, OKLAHOMA CITY

FOREWORD

The scientific and engineering breakthroughs of the sixties widened the knowledge gap between the professional worker and the skilled laborer, creating an almost instantaneous demand for a new type of technical worker to bridge that gap. As a result, new educational programs have recently emerged at the post-secondary level to prepare technicians for jobs which require more than skill training, but less than professional training. Technical programs are more theory oriented than are programs to prepare skilled workers, and typically require greater knowledge of mathematics and science than do ordinary vocational programs.

Ten years ago the State Regents conducted an inventory of technical and occupational programs offered by colleges and universities in the State System, at which time there were only 75 such programs in operation, the overwhelming majority of which were offered at the Oklahoma State University School of Technical Training at Okmulgee and at the Oklahoma City Technical Institute. The inventory of technical programs contained in the current publication shows 353 programs in operation at 27 colleges and universities of the State System with an estimated enrollment of 11,700 students expected for the 1974–75 academic year.

A total of $16.5 million is budgeted for expenditure by State System institutions for operating technical programs in the 1974–75 fiscal year, not including expenditures for instructional equipment. Approximatey 95 percent of the $16.5 million for current operations was allocated to State System institutions through the State Regents, with the remaining 6 percent coming from supplemental funds made available through the State Board for Vocational and Technical Education.

It is hoped that the current inventory of technical programs will be helpful to all those with an interest in or responsibility for post-secondary education in Oklahoma, and that the information contained herein will be especially useful to students who are contemplating future careers as technicians in business, industry, education and government.

E. T. DUNLAP, *Chancellor*.

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    Oklahoma Panhandle State University.
    University of Oklahoma Health Sciences Center.
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    Oklahoma State University Technical Institute—Oklahoma City.
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RATING SCALE GEARED TO MANPOWER DEMANDS

A—Increase student enrollment and programs.
B—Increase student enrollment in existing programs.
C—Maintain present student enrollment and programs.
D—Decrease student enrollment in existing programs.
E—Decrease student enrollment and programs.

NOTE.—The rating scale above has been used to classify all of the programs of technical or occupational education inventoried at colleges and universities in the State System. A rating of "A" means that there is a substantial manpower shortage in that occupational field; therefore, programs rated in that category should be expanded and new programs of that type should be added. A "B" rating means that present programs in that category should be expanded, but no new programs of like type are needed. Those programs of lesser classification should either remain static in their enrollment of students (as in "C"), or perhaps decrease (as in the case of "D"). Those programs with an "E" classification indicate a manpower surplus of substantial proportions; therefore, there is a need to eliminate some existing programs of that type.

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds, 1974-75
CENTRAL STATE UNIVERSITY								
Agricultural related: None.								
Business and commerce related:								
Accounting and general business	A	×	--------	35	$1,050	$36,750	$33,589	--------
Secretarial	A	×	--------	86	1,066	91,715	83,828	--------
Health related: None.								
Home economics related: None.								
Engineering and industrial related: None.								
Human service related: Funeral services	B	×	--------	25	1,056	26,424	24,152	--------
Total				146	--------	154,889	141,569	None
EAST CENTRAL OKLAHOMA STATE UNIVERSITY								
Agricultural related: None.								
Business and commerce related:								
Secretarial	B	×	--------	28	$1,066	$29,861	$27,293	--------
General business	B	×	--------	20	1,050	21,000	19,194	--------
Data processing	B	×	--------	20	1,050	21,000	19,194	--------
Health related: None.								
Home economics related: None.								
Engineering and industrial related: None.								
Human service related: None.								
Total				68	--------	71,861	65,681	None

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds, 1974-75
NORTHEASTERN OKLAHOMA STATE UNIVERSITY								
Agricultural related: Nursery technician	A	X	--------	30	$1,050	$31,500	$28,791	----------
Business and commerce related:								
Accounting	A	X	--------	20	1,050	21,000	19,194	----------
Secretarial	B	X	--------	25	1,050	26,250	23,993	----------
Health related: None.								
Home economics related: Food service technology	A	X	--------	25	1,050	26,250	23,993	----------
Engineering and industrial related: Building construction technology	B	X	--------	20	1,050	21,000	19,194	----------
Human service related:								
Police science technology	B	X	--------	20	1,050	21,000	19,194	----------
Tourist service technology	B	X	--------	15	1,050	15,750	14,395	----------
Total				155	----------	162,750	148,754	None
NORTHWESTERN OKLAHOMA STATE UNIVERSITY								
Agricultural related: None.								
Business and commerce related:								
General business	B	X	--------	10	$1,050	$10,500	$9,597	----------
Secretarial	B	X	--------	28	1,066	29,861	27,293	----------
Health related: None.								
Home economics related: None.								
Engineering and industrial related:								
Industrial drafting technology	B	X	--------	10	1,278	12,782	11,683	----------
Industrial electronic technology	B	X	--------	8	1,200	9,603	8,777	----------
Industrial metals technology	C	X	--------	8	1,050	8,400	7,677	----------
Industrial wood technology	B	X	--------	8	1,278	10,226	9,347	----------
Human service related: Law enforcement	B	X	--------	20	1,247	24,931	22,787	----------
Total				92	----------	106,303	97,161	None
SOUTHEASTERN OKLAHOMA STATE UNIVERSITY								
Agricultural related: None.								
Business and commerce related: General clerical	A	X	--------	25	$1,050	$26,250	$23,992	----------
Health related: None.								
Home economics related: None.								
Engineering and industrial related:								
Metals technology	B	X	--------	20	1,536	30,720	28,078	----------
Electronics	B	X	--------	20	1,790	35,800	32,721	----------
Human service related: None.								
Total				65	----------	92,770	84,791	None
SOUTHWESTERN OKLAHOMA STATE UNIVERSITY								
Agricultural related: None.								
Business and commerce related:								
Commercial art	C	X	--------	20	$1,050	$21,000	$19,194	----------
General business	B	X	--------	30	1,050	31,500	28,791	----------
Secretarial	B	X	--------	40	1,050	42,000	38,388	----------
Health related: None								
Home economics related: None								
Engineering and industrial related: None								
Human service related: None								
Total				90	----------	94,500	86,373	None

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds 1974-75
CAMERON UNIVERSITY								
Agricultural related: Agribusiness.	A	....	×	26	$1,529	$39,753	$36,334	....
Business and commerce related: Data processing technology.	B	....	×	48	1,155	55,425	50,653	....
Health related: Nursing (R.N.)	B	....	×	180	1,081	194,574	177,842	....
Home economics related: None								
Engineering and industrial related:								
Drafting and design	B	....	×	60	1,708	102,471	93,658	....
Electronics	B	....	×	50	1,459	71,459	65,314	....
Human service related: Law enforcement.	B	....	×	80	665	53,206	48,630	....
Total				444	....	516,888	472,436	$43,686
LANGSTON UNIVERSITY								
Agricultural related: None.								
Business and commerce related: Data processing.	B	....	×	20	$1,155	$23,094	$21,108	....
Health related: None.								
Home economics related: None.								
Engineering and industrial related: Electronics.	B	....	×	20	1,429	28,583	$26,125	....
Human service related: None.								
Total				40	....	51,677	47,233	$4,080
OKLAHOMA PANHANDLE STATE UNIVERSITY								
Agricultural related: Farm and ranch management.	B	×	....	10	$1,867	$18,668	$17,063	....
Business and commerce related:								
Business clerical	A	×	....	20	1,025	20,500	18,737	....
Business stenographic	A	×	....	25	1,025	25,625	23,421	....
Fashion merchandising	A	×	....	10	1,332	13,319	12,174	....
Health related: None.								
Home economics related: None.								
Engineering and industrial related: None.								
Human service related: Law enforcement.	B	×		8	665	5,321	4,863	....
Total				73	....	83,433	76,258	None
UNIVERSITY OF OKLAHOMA HEALTH SCIENCE CENTER								
Agricultural related: None								
Business and commerce related: None.								
Health related: Inhalation therapy.	B	....		46	$2,030	$93,368	$85,338	....
Home economics related: None.								
Engineering industrial related: None.								
Human service related: None.								
Total				46	....	93,368	85,338	$7,687

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974–75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974–75	State vocational-technical supplemental funds, 1974–75
OKLAHOMA STATE UNIVERSITY, STILLWATER								
Agricultural rel[illegible]one.								
Business and c[illegible]merce related: Business.	A	X	--------	96	$859	$83,392	$76,220	----------
Health related: None.								
Home economics related: None.								
Engineering and industrial related:								
Aeronautical technology	C	--------	X	32	1,333	42,656	38,988	----------
Construction technology	A	--------	X	11	1,650	18,150	16,589	----------
Electronics	B	--------	X	42	1,370	57,540	52,592	----------
Fire protection	B	--------	X	13	1,225	15,925	14,556	----------
Mechanical design	B	--------	X	19	1,414	26,866	24,556	----------
Mechanical power	B	--------	X	34	1,275	43,350	39,621	----------
General technology	C	--------	X	163	1,366	222,658	203,509	----------
Petroleum engineering technology.	B	--------	X	7	1,883	13,181	12,047	----------
Radiation and nuclear technology.	B	--------	X	15	911	13,665	12,490	----------
Electromechanical	C	--------	X	8	1,213	9,899	9,048	----------
Human service related: None.								
Total				336	----------	547,282	500,216	$46,254
OSU TECHNICAL INSTITUTE, OKLAHOMA CITY								
Agricultural related: None.								
Business and commerce related: Computer programing.	B	--------	X	55	----------	----------	----------	----------
Health related: Nursing (R.N.)	B	--------	X	200	----------	----------	----------	----------
Home economics related: None.								
Engineering and industrial related:								
Architectural technology, drafting and design.	A	--------	X	60	----------	----------	----------	----------
Architectural technology, urban planning.	B	--------	X	6	----------	----------	----------	----------
Industrial drafting technology.	B	--------	X	32	----------	----------	----------	----------
Drafting	C	X	--------	5	----------	----------	----------	----------
Civil technology, public works.	B	--------	X	63	----------	----------	----------	----------
Civil technology, environmental health.	B	--------	X	14	----------	----------	----------	----------
Construction estimator	B	X	--------	10	----------	----------	----------	----------
Construction surveyor	B	X	--------	10	----------	----------	----------	----------
Computer programing—Scientific	A	--------	X	35	----------	----------	----------	----------
Computer programing—Systems analyst	A	--------	X	26	----------	----------	----------	----------
Electronics engineering technology	B	--------	X	156	----------	----------	----------	----------
Electronics engineering technology, biomedical	C	--------	X	20	----------	----------	----------	----------
Instrumentation technology	C	--------	X	15	----------	----------	----------	----------
Technical writing	A	--------	X	5	----------	----------	----------	----------
General engineering technology	C	--------	X	84	----------	----------	----------	----------
Human service related:								
Fire protection	B	X	--------	10	----------	----------	----------	----------
Fire protection technology	B	--------	X	40	----------	----------	----------	----------
Fire protection environmental safety	B	--------	X	14	----------	----------	----------	----------
Police science	B	--------	X	150	----------	----------	----------	----------
Total				1,010	----------	$1,515,503	$1,316,331	$131,000

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Man-demand rating	Certificate	Associate degree	Pre-1974-75 enrollment	Cost per student	Cost per program	State system budget (91.4 percent), 1974-75	State vocational-technical merita funds 1974-75
OKLAHOMA STATE TECH, OKMULGEE								
Agricultural related: Farm tractors and machinery.	A	X		7				
Business and commerce related:								
Accounting	A	X		50				
Bookkeeping	A	X		15				
Data processing	B	X		40				
Management and marketing	A	X		40				
Secretarial	B	X		28				
Medical secretary	A	X		35				
Legal secretary	A	X		33				
Stenographic	A	X		20				
Clerk-typist	A	X		43				
Keypunch	C	X		17				
Health related: Nursing (practical).	B	X		25				
Home economic related:								
Food trades (baking)	C	X		32				
Food trades (culinary arts)	A	X		70				
Engineering and industrial related:								
Refrigeration and air-conditioning.	C	X		220				
Auto body	C	X		95				
Auto trim	C	X		10				
Furniture upholstory	C	X		40				
Auto mechanics	C	X		250				
Auto parts	B	X		32				
Auto service management	B	X		5				
Service station operation	A	X		1				
Building construction	A	X		75				
Plumbing and pipe fitting	A	X		75				
Concrete construction	B	X		10				
Physical plant maintenance	B	X		10				
Diesel	A	X		215				
Marine and small engine mechanics.	A	X		50				
Drafting and design	B	X		105				
Industrial drafting	B	X		43				
Technical illustration	B	X		18				
Industrial electronics	B	X		108				
Industrial instrumentation	C	X		5				
Electromechanics	C	X		12				
Industrial electrical maintenance.	B	X		15				
Television electronics	C	X		70				
Electrical maintenance	B	X		110				
Numerical control machinist.	B	X		30				
Industrial machinist	B	X		22				
Automotive machinist	B	X		1				
Printing lithography	B	X		75				
Printing letterpress	C	X		18				
Commercial art	C	X		105				
Art for reproduction	C	X		2				
Watch and microinstrument repair.	C	X		23				
Drycleaning	B	X		10				
Shoe, boot and saddle	B	X		25				
Human service related: None.								
Total				2,300		$4,432,077	$4,083,616	$71,000

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974–75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974–75	State vocational-technical supplemental funds, 1974–75
CARL ALBERT JUNIOR COLLEGE								
Agricultural related: None.								
Business and commerce related:								
Commercial art	C	--------	X	8	$864	$6, 912	$6, 318	----------
Legal secretary	A	X	X	8	1, 217	9, 736	8, 898	----------
Secretarial	A	X	X	40	1, 046	41, 840	38, 242	----------
Midmanagement	A	X	X	20	1, 147	22, 940	20, 967	----------
Medical-dental secretary	A	X	X	20	1, 127	24, 340	22, 247	----------
General office	A	--------	X	10	1, 046	10, 460	9, 561	----------
Professional secretary	A	--------	X	10	1, 046	10, 460	9, 561	----------
Health related: None.								
Home economics related: None.								
Engineering and industrial related:								
Drafting	B	X	X	10	1, 361	13, 606	12, 436	----------
Chemical technology	B	--------	X	5	1, 833	9, 163	8, 375	----------
Construction management	A	--------	X	10	1, 684	16, 844	15, 395	----------
Auto services management	B	--------	X	20	1, 189	23, 786	21, 740	----------
Human service related: None.								
Total				161	----------	190, 087	173, 740	$12, 031
CLAREMORE JUNIOR COLLEGE								
Agricultural related: None.								
Business and commerce related:								
Management and administration.	A	X	X	105	$801	$84, 070	$76, 840	----------
Secretarial	B	X	X	130	1, 046	135, 980	124, 286	----------
Health related: None								
Home economics related: Child development.	B	X	X	35	1, 226	42, 906	39, 216	----------
Engineering and industrial related: Building construction	A	--------	X	0	1, 684	----------	----------	----------
Human service related: Police science.	B	X	X	45	913	40, 965	37, 442	----------
Total				315	----------	303, 921	277, 784	$21, 013
CONNORS STATE COLLEGE								
Agricultural related:								
General agriculture	A	--------	X	30	$1, 048	$31, 444	$28, 740	----------
Agribusiness	A	--------	X	20	911	18, 220	16, 653	----------
Business and commerce related:								
Secretarial	B	--------	X	20	1, 046	20, 920	19, 121	----------
Medical secretary	A	--------	X	18	1, 217	21, 907	20, 023	----------
General business	B	--------	X	30	2, 745	82, 360	75, 277	--------
Midmanagement	A	--------	X	30	1, 147	34, 410	31, 451	----------
Health related: Medical laboratory technology.	A	--------	X	25	1, 149	28, 724	26, 254	----------
Home economics related: None.								
Engineering and industrial related:								
Drafting and design	B	--------	X	27	1, 784	48, 157	44, 015	----------
Electronic technology	B	--------	X	15	1, 666	24, 983	22, 834	----------
Chemical technology	B	--------	X	8	1, 536	12, 286	11, 229	----------
Human service related:								
Law enforcement	B	--------	X	70	819	57, 346	52, 414	----------
Waterway law enforcement	B	--------	X	5	819	4, 096	3, 744	----------
Corrections	B	--------	X	35	1, 217	42, 595	38, 932	----------
Total				333	----------	427, 448	390, 687	$22, 805

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds, 1974-75
EASTERN OKLAHOMA STATE COLLEGE								
Agricultural related:								
Ranch operation technology	B	X	X	16	$3,615	$57,838	$52,864	
Forest technology	B		X	28	1,292	36,180	33,069	
Parks management	B		X	20	1,292	25,843	23,620	
Arboriculture	A		X	10	1,292	12,921	11,810	
Agricultural meats technology	A		X	0				
Business and commerce related:								
Computer technology	B		X	37	1,176	43,499	39,758	
Midmanagement	A		X	110	1,147	126,167	115,317	
Secretarial	B	X	X	48	1,046	50,208	45,890	
Health related: Nursing	B		X	70	2,631	184,145	168,309	
Home economics related: Child development.	B		X	50	1,226	61,294	56,023	
Engineering and industrial related:								
Building construction	A		X	40	1,684	67,377	61,583	
Chemical technology	B		X	5	1,833	9,163	8,374	
Civil and highway technology	B		X	9	1,231	11,082	10,128	
Drafting and design	B		X	35	1,361	47,624	43,528	
Electronics	B		X	45	656	29,511	26,973	
Electromechanical	C		X	24	1,431	34,341	31,388	
Instrumentation technology	C		X	15	1,846	27,687	25,306	
Mechanical technology, auto.	B		X	35	1,189	41,625	38,04[illegible]	
Mechanical technology, welding	B		X	40	1,517	60,696	55,476	
Mechanical technology, machine.	B		X	45	1,470	66,163	60,473	
Environmental technology	C		X	10	975	9,749	8,911	
Human service related: None.								
Total				690		1,003,113	916,845	$84,781
EL RENO JUNIOR COLLEGE								
Agricultural related: None.								
Business and commerce related:								
Business management and administration	A	X	X	0	$1,025			
Dental secretary	A		X	0	1,217			
Medical secretary	A		X	0	1,217			
Secretarial	B	X	X	16	1,046	$16,736	$15,297	
Accounting technology	A		X	1	801	801	732	
Commercial art	C		X	1	864	864	790	
Legal secretary	A		X	0	1,217			
Health related: None.								
Home economics related: None.								
Engineering and industrial related: Industrial technology.	C		X	20	1,344	26,830	24,568	
Human service related: None.								
Total				38		45,281	41,387	$1,165

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974–75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974–75	State vocational-technical supplemental funds, 1974–75
MURRAY STATE COLLEGE								
Agricultural related: Farm and ranch management.	B	--------	X	12	$3,615	$43,379	$39,648	----------
Business and commerce related:								
Data processing	B	--------	X	15	1,046	15,690	14,341	----------
Midmanagement	A	--------	X	20	1,147	22,940	20,967	----------
Secretarial business administration.	B	X	X	22	1,217	26,775	24,472	----------
Health related:								
Nursing	B	--------	X	90	2,631	236,757	216,396	----------
Respiratory therapy	A	--------	X	5	972	4,860	4,442	----------
Home economics related: None.								
Engineering and industrial related:								
Drafting and design technology	B	--------	X	7	1,784	12,485	11,411	----------
Electromechanical technology.	C	--------	X	5	1,656	8,278	7,566	----------
Electronics technology	B	--------	X	18	1,790	32,215	29,445	----------
General engineering technology.	C	--------	X	10	1,536	15,357	14,036	----------
Mechanical engineering technology.	C	--------	X	10	1,656	16,558	15,134	----------
Metallurgical technology	C	--------	X	5	1,536	7,678	7,018	----------
Industrial arts technology	C	--------	X	10	1,344	13,437	12,281	----------
Construction and building design	B	--------	X	15	1,684	25,260	23,088	----------
Human service related: None.								
Total				244	----------	481,669	440,245	$38,574
NORTHEASTERN OKLAHOMA A. & M. COLLEGE								
Agricultural related: Ranch management.	B	--------	X	10	$3,615	$36,149	$33,040	----------
Business and commerce related:								
Computer science	B	X	X	75	1,176	88,174	80,591	----------
Keypunch operator	C	X	--------	20	1,046	20,920	19,121	----------
Midmanagement	A	X	X	75	974	73,036	66,755	----------
Legal secretary	A	X	X	22	1,217	26,775	24,472	----------
Medical secretary	A	X	X	28	1,217	34,077	31,146	----------
Secretarial	B	X	--------	40	807	32,292	29,515	----------
Do	B	--------	X	162	1,046	169,452	154,879	----------
Business	A	X	X	25	801	20,017	18,295	----------
Health related:								
Nursing aide	A	X	--------	10	1,182	11,817	10,801	----------
Inhalation therapy	B	--------	X	5	972	4,860	4,442	----------
Nursing (R.N.)	B	--------	X	60	2,631	157,838	144,264	----------
Home economics related:								
Child development	B	X	X	34	1,226	41,680	38,096	----------
Fashion trades	A	X	X	46	1,226	56,412	51,561	----------
Engineering and industrial related:								
Automotive technology	B	X	X	35	1,189	41,625	38,045	----------
Aviation	C	--------	X	5	1,390	6,949	6,351	----------
Building construction	A	X	X	35	1,684	58,955	53,885	----------
Drafting and design	B	X	X	33	880	37,819	34,566	----------
Electromechanical	C	X	X	17	1,656	28,148	25,727	----------
Electronics	B	X	X	58	1,666	96,601	88,293	----------
Machine technology	B	X	X	10	1,189	11,893	10,870	----------
Refrigeration and air-conditioning	C	X	X	30	1,344	40,310	36,843	----------
Welding technology	C	X	X	36	1,470	52,830	48,287	----------
General technology	C	X	X	34	1,536	52,214	47,724	----------
General wood technology	B	X	X	26	1,282	33,330	30,464	----------
Human service related:								
Criminal justice	B	X	X	60	819	49,154	44,927	----------
Technical theatre	B	--------	X	19	1,459	27,714	25,331	----------
Total				1,010	----------	1,311,041	1,198,291	$100,533

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974–75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974–75	State vocational-technical supplemental funds, 1974–75
NORTHERN OKLAHOMA COLLEGE								
Agricultural related:								
Agribusiness, mechandising.	A	--------	×	14	$911	$12, 748	$11, 652	--------
Agribusiness, production	A	--------	×	14	911	12, 748	11, 652	--------
Agritechnology	B	--------	×	5	1, 048	5, 241	4, 790	--------
Business and commerce related:								
Community journalism	A	--------	×	5	1, 874	9, 369	8, 563	--------
Data processing	B	--------	×	20	1, 176	23, 513	21, 491	--------
Graphic arts	B	×	--------	2	864	1, 728	1, 579	--------
Medical secretary	A	--------	×	10	1, 217	12, 170	11, 123	--------
Secretarial	B	×	--------	11	1, 217	13, 387	12, 236	--------
Do	B	--------	×	20	1, 046	20, 920	19, 121	--------
Accounting associate	A	--------	×	20	801	16, 013	14, 636	--------
Retail management	A	--------	×	35	1, 147	40, 144	36, 692	--------
Fashion merchandising	A	--------	×	12	1, 226	14, 716	13, 450	--------
General business	B	--------	×	55	2, 745	150, 993	138, 008	--------
Health related:								
Community mental health associate.	B	--------	×	15	1, 226	18, 388	16, 807	--------
Medical assistant	B	--------	×	16	1, 182	18, 908	17, 282	--------
Medical laboratory technology.	A	--------	×	23	1, 149	26, 427	24, 154	--------
Nursing (R.N.)	B	--------	×	93	2, 631	244, 649	223, 609	--------
Home economics related: None.								
Engineering and industrial related:								
Mechanical technology	C	--------	×	10	1, 656	16, 558	15, 134	--------
Graphic arts	B	--------	×	5	1, 194	5, 968	5, 455	--------
General engineering technology.	C	--------	×	6	1, 536	9, 214	8, 422	--------
Electronics technology	B	--------	×	17	1, 790	30, 425	27, 808	--------
Electromechanical	C	--------	×	3	1, 656	4, 967	4, 540	--------
Drafting and design	B	--------	×	15	1, 784	26, 754	24, 453	--------
Human service related: Law enforcement	B	--------		30	819	24, 577	22, 463	--------
Total				456	--------	760, 525	695, 120	$64, 277
OSCAR ROSE JUNIOR COLLEGE								
Agricultural related: None.								
Business and commerce related:								
Secretarial	B	--------	×	165	$1, 217	$200, 812	$183, 542	--------
Accounting	A	--------	×	130	801	104, 087	95, 135	--------
Business administration	A	--------	×	100	[illegible]	102, 500	93, 685	--------
Court reporting (machine shorthand or Gregg shorthand).	A	--------	×	20	1, 217	24, 341	22, 248	--------
Data processing	B	--------	×	50	807	40, 341	36, 872	--------
Legal assistant administrator.	A	--------	×	5	1, 217	6, 085	5, 562	--------
Legal secretary	A	--------	×	25	1, 217	30, 714	28, 073	--------
Medical secretary	A	--------	×	20	1, 217	24, 341	22, 248	--------
Midmanagement	A	×	×	40	1, 147	45, 879	41, 933	--------
Real estate insurance	A	--------	×	40	1, 147	45, 879	41, 933	--------
Logistics midmanagement	B	--------	×	20	1, 147	22, 940	20, 967	--------
Health related:								
Dental hygiene	B	--------	×	50	2, 630	131, 532	120, 220	--------
Dietetic technology	B	--------	×	25	1, 149	28, 725	26, 255	--------
Medical laboratory technician.	A	--------	×	40	1, 149	45, 959	42, 006	--------
Radiologic technology	B	--------	×	50	1, 715	85, 753	78, 378	--------
Respiratory therapy	B	--------	×	34	2, 030	69, 011	63, 076	--------
Home economics related: Early childhood guidance.	B	×	--------	25	1, 226	30, 647	28, 011	--------

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds, 1974-75
OSCAR ROSE JUNIOR COLLEGE—Continued								
Engineering and industrial related:								
Industrial drafting and design.	B	X	X	10	1,784	17,836	16,302	--------
Instrumentation technology	C	--------	X	6	1,846	11,075	10,123	--------
Electromechanical	C	--------	X	6	1,656	9,935	9,031	--------
Fluids technology	B	--------	X	15	1,656	24,837	22,701	--------
Electronics	B	--------	X	45	1,790	80,537	73,611	--------
Aeronautical technology	B	--------	X	6	1,656	9,935	9,081	--------
Air traffic control management.	B	--------	X	20	1,147	22,940	20,957	--------
Engineering mechanics technology.	C	X	X	35	1,536	53,749	49,127	--------
Human service related: social services: Corrections	B	X	--------	70	1,217	85,193	77,866	--------
Total				1,102	--------	1,355,583	1,239,003	$96,462
SEMINOLE JUNIOR COLLEGE								
Agricultural related: Turf and nursery technology	A	--------	X	20	$1,292	$25,842	$23,619	--------
Business and commerce related:								
Mid-management	A	--------	--------	45	1,147	51,614	47,175	--------
Secretarial	B	X	X	45	1,217	54,767	50,057	--------
Computer science	B	--------	X	15	1,046	15,690	14,341	--------
Health related: Nursing	B	--------	X	70	2,631	184,145	168,308	--------
Home economics related: Child development	B	--------	X	20	1,226	24,517	22,409	--------
Engineering and industrial related: None.								
Human service related: Law enforcement	B	X	X	20	819	16,385	14,976	--------
Total				235	--------	372,960	340,885	$27,944
SOUTH OKLAHOMA CITY JUNIOR COLLEGE								
Agricultural related: Animal technology	A	--------	X	0	--------	--------	--------	--------
Business and commerce related:								
Banking and finance	B	--------	X	75	$801	$60,050	$54,885	--------
Commercial art	C	--------	X	16	864	13,824	12,635	--------
Midmanagement	A	--------	X	50	1,147	57,349	52,417	--------
Secretarial	B	--------	X	35	1,217	42,596	38,933	--------
Health related:								
Nursing (R.N.)	B	--------	X	80	2,631	210,451	192,352	--------
Occupational therapy assistant	A	--------	X	25	2,518	62,956	57,542	--------
Medical emergency technology	A	X	X	35	2,518	88,138	80,558	--------
Recreational therapy	B	--------	X	10	1,292	12,922	11,811	--------
Surgical technology	B	--------	X	12	2,518	30,216	27,617	--------
Home economics related: Child development	B	X	X	10	1,226	12,259	11,205	--------
Engineering and industrial related:								
Civil technology	B	--------	X	0	--------	--------	--------	--------
Electronics technology	B	--------	X	30	1,790	53,691	49,074	--------
Radio and TV	B	X	--------	20	1,790	35,800	32,722	--------
Human service related: Broadcasting	B	--------	X	15	1,459	21,879	19,997	--------
Total				413	--------	702,131	641,748	$46,249

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds, 1974-75
TULSA JUNIOR COLLEGE								
Agricultural related:								
Agri-business sales—management	A	X	X	20	$911	$18,220	$16,653	----------
Nursery horticulture technology	A	X	X	20	1,292	25,840	23,618	----------
Veterinary assistant	A	--------	X		2,518	----------	----------	----------
Business and commerce related:								
Credit union	B	X	--------	20	801	16,020	14,642	----------
Medical office assistant	A	--------	X	30	1,217	36,510	33,370	----------
Banking and finance	B	--------	X	100	801	80,067	73,181	----------
Bookkeeping	A	X	--------	18	756	13,609	12,439	----------
Computer operator	C	X	--------	65	884	57,430	52,491	----------
Computer programer	A	X	X	125	807	100,852	92,179	----------
General office assistant	B	X	--------	5	671	3,353	3,065	----------
Hotel and restaurant personnel	B	X	X	18	1,865	33,578	30,690	----------
Junior accountant	A	X	X	55	801	44,037	40,250	----------
Legal secretary	A	X	X	30	1,217	36,511	33,359	----------
Marketing and merchandising	A	X	X	30	1,147	34,409	31,450	----------
Medical secretary	A	--------	X	35	1,217	42,595	38,933	----------
Midmanagement	A	--------	X	60	1,147	68,819	62,901	----------
Professional secretary	B	X	X	50	1,217	60,852	55,619	----------
Transportation and traffic management	A	X	X	20	2,549	50,976	46,592	----------
Saving and loan	B	--------	X	30	801	24,030	21,963	----------
Professional real estate	B	X	X	50	1,147	57,350	52,418	----------
Medical transcriptionist	A	X	--------	40	1,217	48,680	44,493	----------
Labor leadership	B	X	X	20	801	16,020	14,642	----------
Health related:								
Environmental health technology	C	--------	X	8	1,527	12,214	11,164	----------
Health care supervision	A	--------	X	18	1,034	18,605	17,005	----------
Respiratory therapy	B	--------	X	12	2,030	24,357	22,262	----------
Medical laboratory technology	A	--------	X	30	1,149	34,469	31,505	----------
Nursing (R.N.)	B	--------	X	100	2,531	253,064	240,441	----------
Occupational therapy assistant	B	--------	X	18	2,518	45,328	41,430	----------
Physical therapy assistant	A	--------	X	30	999	29,969	27,392	----------
Radiologic technology	B	--------	X	50	1,715	85,753	78,378	----------
Home economics related:								
Food distribution specialist	A	X	X	15	1,148	17,220	15,739	----------
Culinary arts	B	X	X	0	1,895	----------	----------	----------
Engineering and industrial related:								
Detail draftsman	C	X	--------	10	----------	----------	----------	----------
Drafting and design	B	X	X	30	1,784	53,507	48,905	----------
E.M. line specialist	C	X	--------	4	----------	----------	----------	----------
Electromechanical technology	C	X	X	8	1,656	13,246	12,107	----------
Electronic line specialist	B	X	--------	10	----------	----------	----------	----------
Electronic technology	A	X	X	48	1,790	85,906	78,518	----------
Instrumentation technology	C	X	X	2	1,846	3,692	3,374	----------
Medical instrumentation	C	X	X	6	1,846	11,075	10,123	----------
Residential and commercial construction	A	X	X	12	1,684	20,213	18,475	----------
Surveying	B	X	X	13	1,127	14,652	13,392	----------
Welding technology	B	X	X	30	1,517	45,510	41,596	----------
Machinist technology	B	X	X	0	1,189	----------	----------	----------
Human service related:								
Fire protection technology	B	--------	X	30	1,948	58,444	53,418	----------
Police science	B	X	X	125	1,217	60,852	55,619	----------
Total				1,450	----------	1,767,835	1,615,791	$118,408

INVENTORY OF TECHNICAL-OCCUPATIONAL PROGRAMS—Continued

Technical-occupational programs	Manpower demand rating	Certificate	Associate degree	Projected 1974-75 enrollment	Cost per student	Cost per program	State system budget available (91.4 percent), 1974-75	State vocational-technical supplemental funds, 1974-75
WESTERN OKLAHOMA STATE COLLEGE								
Agricultural related: Agribusiness.	A	....	X	15	$911	$13, 658	$12, 483	....
Business and commerce related:								
Accounting technology	A	....	X	10	801	8, 007	7, 318	....
Aviation technology (management).	B	....	X	17	1, 390	23, 628	21, 596	....
Commercial art	C	....	X	15	864	12, 961	11, 846	....
Medical secretary	A	X	....	10	1, 217	12, 170	11, 123	....
Midmanagement	A	....	X	15	1, 147	17, 205	15, 725	....
Insurance secretary	A	X	....	10	1, 217	12, 170	11, 123	....
Legal secretary	A	X	....	10	1, 217	12, 170	11, 123	....
Real estate secretary	A	X	....	0	1, 217	12, 170	11, 123	....
Cooperative vocational business.	A	....	X	25	1, 147	28, 674	26, 208	....
Secretarial administrator	B	....	X	25	1, 046	26, 150	23, 901	....
Health related: None.								
Home economics related: None.								
Engineering and industrial related:								
Drafting and design technology.	B	....	X	12	1, 784	21, 403	19, 563	....
Electronics technology	A	....	X	17	1, 332	22, 636	20, 690	....
Human service related: Law enforcement.	B	....	X	12	819	9, 831	8, 986	....
Total				193	....	232, 833	212, 808	$15, 626
SAYRE JUNIOR COLLEGE								
Agricultural related: None.								
Business and commerce related:								
Midmanagement	A	....	X	20	$1, 147	$22, 940	$20, 967	....
Secretarial	B	X	X	20	1, 046	20, 920	19, 121	....
Medical assistant administrator.	B	....	X	10	1, 147	11, 470	10, 484	....
Health related: Medical laboratory technology.	A	....	X	60	1, 149	68, 819	62, 900	....
Home economics related: None.								
Engineering and industrial related: Electronics.	B	....	X	30	1, 790	53, 691	49, 074	....
Human service related: None.								
Total				140	....	177, 840	162, 546	$15, 030

COMPREHENSIVE LISTING OF TECHNICAL-OCCUPATIONAL PROGRAMS PENDING REGENTS' APPROVAL

College or university and program	Number of programs	Man power demand rating	Certificate	Associate degree	Projected enroll-ment	Cost per student	Cost per program
OSU Technical Institute, Oklahoma City:							
Surveying technology	1	B	....	X	15	$1,127	$14,652
Western Okla. State College: Nursing	1	B	....	X	30	2,631	78,930
Claremore Junior College:							
Animal health technician	8	A	....	X	16	2,631	40,096
Banking and finance		B	X	X	30	801	24,030
Environmental science		C	....	X	15	1,527	22,905
Food services		A	....	X	15	1,148	17,220
Gardening and landscaping		A	X	X	10	1,292	12,921
Graphics technology		B	X	X	10	864	8,640
Legal assistant		A	....	X	10	1,217	12,170
Nursing		B	....	X	30	2,631	40,096
Connors State College:							
Environmental technology	3	C	....	X	10	975	9,749
Leisure property management		B	....	X	10	1,292	12,920
Right-of-way management			....	X	10	1,292	12,920
Eastern Oklahoma State College:							
Agri-technology	2	B	X	X	20	1,048	20,960
Agri-meats technology [1]		A	X	X	20	1,800	36,000
El Reno Junior College: Nursing	1	B	....	X	30	2,631	78,930
Murray State College: Veterinary assistant	1	A	....	X	16	2,631	40,096
South Oklahoma City Junior College:							
Civil technology [1]	3	B	....	X	10	1,231	12,313
Corrections		B	X	X	20	1,217	24,341
Animal technology [1]		A	....	....	16	2,631	40,096
Tulsa Junior College:							
Culinary arts [1]	3	A	X	X	20	1,212	24,240
Veterinary assistant [1]		A	....	X	16	2,631	40,096
Machinist technology [1]		B	X	X	20	1,189	23,780
Total	23	....	....	....	399	....	648,101

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[1] Programs approved, but will not start this year.

SUMMARY OF TECHNICAL-OCCUPATIONAL PROGRAMS

College or university	Number of programs	Projected 1974-75 enroll-ment	Projected 1974-75 cost of programs	State system budget available 1974-75	State Vo-Tech supple-mental funds 1974-75	Total budget 1974-75	Amount of deficit
Central State University	3	146	154,889	141,569	None	141,569	13,320
East Central Oklahoma State University	3	68	71,861	65,681	None	65,681	6,180
Northeastern Oklahoma State University	8	155	162,750	148,754	None	148,754	13,996
Northwestern Oklahoma State University	7	92	106,303	97,161	None	97,161	9,142
Southeastern Oklahoma State University	3	65	92,770	84,791	None	84,791	7,979
Southwestern Oklahoma State University	3	90	94,500	86,373	None	86,373	8,127
Cameron University	6	444	516,888	472,436	43,686	516,122	766
Langston University	2	40	51,677	47,233	4,080	51,313	364
Panhandle State University	5	73	83,433	76,258	None	76,258	7,175
O.U. Health Sciences Center	1	46	93,368	85,338	7,687	93,025	343
O.S.U. School of Technology	11	336	547,282	500,216	46,254	546,470	812
O.S.U. Technical Institute	22	1,010	1,515,503	1,316,331	131,000	1,447,331	68,172
O.S.U. Oklahoma State Tech	47	2,340	4,432,077	4,083,616	71,000	4,154,616	277,461
Carl Albert Junior College	11	161	190,087	173,740	12,031	185,771	4,316
Claremore Junior College	6	315	303,921	277,784	21,013	298,797	5,124
Connors State College	13	333	427,448	390,687	22,805	413,492	13,956
Eastern Oklahoma State College	21	690	1,003,113	916,845	84,781	1,001,626	1,487
El Reno Junior College	8	38	45,281	41,387	1,165	42,552	2,729
Murray State College	14	244	481,669	440,245	38,574	478,819	2,850
Northeastern Oklahoma A. & M. College	27	1,010	1,311,041	1,198,291	100,533	1,298,824	12,217
Northern Oklahoma College	24	456	760,525	695,120	64,277	759,397	1,128
Oscar Rose Junior College [1]	26	1,102	1,355,583	1,239,003	96,462	1,335,465	20,118
Seminole Junior College	7	235	372,960	340,885	27,944	368,829	4,131
South Oklahoma City Junior College [1]	15	413	702,131	641,748	46,249	687,997	14,134
Tulsa Junior College [1]	46	1,450	1,767,835	1,615,791	118,408	1,734,199	33,636
Western Oklahoma State College	14	913	232,833	212,808	15,626	228,434	4,399
Sayre Junior College	5	140	177,840	162,546	15,030	177,576	264
Total	358	11,685	17,055,568	15,552,637	968,605	16,521,242	534,326
Percent				94.1	5.9	100	....

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[1] Community college area vocational-technical school district, receives in addition to this budget a local millage for voc-tech programs.

Mr. RISENHOOVER. Identify yourselves when you begin for the record.

STATEMENTS OF DR. DALE CREECH, PRESIDENT, NORTHEASTERN OKLAHOMA A & M COLLEGE; WAYNE MILLER, PRESIDENT, OKLAHOMA STATE TECHNICAL COLLEGE; DR. DICK MOSIER, PRESIDENT, CLAREMORE JUNIOR COLLEGE, OKLAHOMA; DR. JOHN CLEEK, MEMBER OF THE OKLAHOMA STATE BOARD OF REGENTS; ALFRED M. PHILIPS, PRESIDENT, TULSA JUNIOR COLLEGE; AND DR. E. T. DUNLAP, CHANCELLOR FOR HIGHER EDUCATION IN OKLAHOMA

Dr. CREECH. Mr. Chairman, I am Dale Creech, Northeastern Oklahoma A & M. On behalf of my colleagues, I want to express our appreciation for the opportunity to appear here today on behalf of technical occupational education in Oklahoma.

I would like to introduce the people that are here as part of this presentation:

Mr. Wayne Miller, director, Oklahoma State University School of Technical Training at Okmulgee;

Dr. Al Philips, president of Tulsa Junior College in Tulsa;

Dr. John Cleek, staff of State regents for high education in Oklahoma City;

Dr. Richard Mosier, president of Claremore Junior College, Claremore, Okla.:

Dr. E. T. Dunlap, chancelor for high education in Oklahoma;

Dr. Melvin Self, president of Conners College, Warner, Okla.;

Dr. Robert Collier, president of Northeastern Oklahoma State University, Tahlequah;

Dr. Edwin Vineyard, president, Northern Oklahoma Junior College, Tonkawa;

Dr. Jerry Burson, dean, Northern Oklahoma College, Tonkawa;

Dr. James Miller, president of Eastern Oklahoma State College, Wilburton;

Dr. Joe Leone, president, Oscar Rose Junior College, Midwest City;

Dr. W. C. Burris, president, Western Oklahoma State College, Altus;

Mr. Harry Patterson, president of Sayre Junior College at Sayre;

Dr. Clyde Kindell, president, Murray State College, Tishomingo;

Dr. Dale Gibson, president of South Oklahoma City College in Oklahoma City;

Mr. Elmer Tanner, president of Seminole Junior College, Seminole;

Mr. Art Harrison, president of El Reno Community College of El Reno, Okla.

We are here today as presidents and directors and representatives of State regents for higher education in Oklahoma to tell you the situation regarding postsecondary occupational and technical education programs and fundings and needs as they apply to our institutions in Oklahoma.

You have a copy of our prepared testimony and supporting data, and, with your permission, I will ask three other of our representatives to assist me in presenting a brief oral summation of our prepared testimony.

The present level of Federal financial support for our postsecondary technical and occupational education in Oklahoma is not adequate to properly finance programs presently being offered in Oklahoma.

In our recommendations, we recommend that a minimum of 40 percent of the funds appropriated by the Congress be allotted for postsecondary education programs.

Oklahoma's public education structure is such that the responsibility for planning and implementing all postsecondary programs rests with the State regents for higher education. In that regard, we recommend that funds appropriated for postsecondary technical and occupational education be allotted directly to the agency within the State who legally is responsible for postsecondary education, which in our State is the Oklahoma State Regents for Higher Education.

We believe that funds for technical and occupational education should be used for the improvement of programs and opportunities for students.

We recommend that the Congress establish a maximum expenditure or percentages of expenditure for State level administration.

Finally, generally we support the essential provisions of H.R. 3036.

For further summary now, I would like to ask Dr. Al Philips, Tulsa Junior College, to continue.

Dr. PHILIPS. Mr. Congressman and members of the committee, I would just perhaps augment those things which Dr. Creech has said with a few specific illustrations. I would like to speak to three particular points very quickly, if I may.

The first, referring to the particular concern that 2-year colleges and technical institutions have with regard to meeting the Nation's need for very specific skilled personnel; two, the maturity of the kinds of students who are involved and enrolled in our kinds of programs; and, three, that all important point of quality control.

Point No. 1. I refer to a UPI release in the Tulsa Daily World on Sunday, March 16 that came out of Washington with some information from the Labor Department. I think it is rather pertinent for the things we are talking about this morning.

They have some very active data that has been projected. They have had good data over the years, and they were projecting the needs for particular kinds of occupations through 1985.

I was struck by this point. By 1985 at the present level of traditional training in colleges and universities, there will be 10 times as many psychologists trained as there will be jobs available. This is a direct quote.

On the other hand, there will be 141.7 percent increase in openings for physical therapy assistants by that date. This happens to be one of the kinds of programs that 2-year colleges and technical institutes are involved in.

They also make the point that each year by 1985 there will be 75,000 jobs for registered nurses. The registered nurse associate degree program is a program that 2-year colleges across the Nation and very particularly in Oklahoma are heavily involved in.

We are in the business, gentlemen, of providing a comprehensive higher education institution, bringing community and national needs for skilled people together with those people who want to learn those particular kinds of skills and to fill these jobs.

My second point. I think we serve three kinds of people. We provide programs attracting new job entries, people coming into a particular skill area for the first time.

We provide training for people who want further vertical mobility, who want to move up in their jobs, and we provide new training. I would stress that third point. It is becoming more and more important in this society where we have some kinds of economic problems at the moment. We have jobs for which people are not trained. Some way or another, we are going to have to fit these two things together.

The particular school that I represent currently has over 350 people this semester who have bachelor's and master's degrees who are taking technical work in order to qualify for better jobs or, in many instances, to find a job. Period.

The third point of quality control. I think this is important throughout all kinds of education. It is especially important in the technical occupations area. The programs are only as good as the performance of the product.

We have to build a partnership between employer and the college, and we start in by building programs on the very solid data base which determines their need.

We jointly with business and professions and industry--We evaluate the quality of that program as we go along, and we operate only programs that have a high demand for the particular product.

I think that the school I represent is typical of Oklahoma colleges and technical institutes, and we maintain at this particular point an 87.3 percent placement in our technical-occupational programs. Enrollment in these programs currently in our State is over 12,000 students. We have over 358 programs, and this has grown about sevenfold in the last 10 years.

I don't know, Mr. Congressman, whether the committee would be interested or not, but I spoke of a partnership between the colleges, and business, and industry. I brought along a list representing industry involvement at Tulsa Junior College if any members of the committee would be interested in it. We use it very much in our community for indicating community involvement.

It has 195 businesses and industries in the city and in the surrounding area that are involved with our college. This is what it is all about, matching people and jobs.

Dr. CREECH. Mr. Wayne Miller, Oklahoma University.

Mr. MILLER. Thank you, Congressman Risenhoover and members of the subcommittee.

For more than 22 years it has been my pleasure to serve as instructor, staff member, and director of a unique and highly effective branch campus of the university, specializing in vocational/technical education.

During these years, I have had the pleasure of seeing mature technician graduates and employers from business and industry happily meet for the future of these young people.

There is strong evidence that the kinds of technicians being sought by these industry and business leaders are not and perhaps cannot be trained in the vocational programs primarily leading up to 12th grade even though they might stay 1 or 2 years longer.

There is not the mature atmosphere where you are able to meet a number of instructors with varied industrial backgrounds, an amount of sophisticated equipment, all of these things that should be combined to provide a technician that is truly postsecondary in nature.

My fellow employees and I worry about the future of our vocational/technical world, about its ability to serve mankind. We feel it must include a separate and positive postsecondary segment.

We know of the commitment of the State of Oklahoma, demonstrated by an increase to our campus in budgetary support from less than $2 million 10 years ago to $4 million in the current year.

However, during that same period of time, the funds from Federal vocational education have gone from $61,000 to $71,000 annually. Stated another way, we receive some 3.7 percent of our support from Federal vocational funds 10 years ago. Today we are receiving only 1.7 percent in supplemental funds.

To put it quite bluntly, the present arrangement is not working. We have confidence that the State Regents for Higher Education in Oklahoma will continue their strong support of postsecondary occupational and technical education. We leave it to Members of the Congress to find some way to make certain that the appropriate amount of Federal funds will also be made available to support this educational action.

Thank you, sir.

Dr. CREECH. Dr. John Cleek, State regents of higher education.

Dr. CLEEK. Mr. Chairman and members of the committee, I would like to summarize our presentation this morning by saying that the future well-being of postsecondary technical and occupational education in our State is at issue.

Postsecondary education in Oklahoma institutions that we represent have a committment, as demonstrated by the development of programs over the past 10 years. They have the capability in terms of the staff and facilities to meet the need.

There is one critical element that is missing. That is, the provision of an equitable share of Federal supplementary funds so as to make possible the further development to respond to the urgent needs of our citizens, and these funds need to be made available in such a way that we can plan for their use as we plan programs.

That means that, rather than being diverted through an agency responsible primarily for secondary education, funds need to be made available so that they can be anticipated at the time the programs of our institutions are developed at the beginning of the year, rather than piecemeal during the year.

It is very difficult to make good use of funds if you don't know at the beginning of the year when you are planning a program, planning a staff, just what funds might be available.

State regents for higher education have the legal responsibility, the only agency in our State that has such responsibility, for approving all postsecondary programs and for allocating all postsecondary educational funds.

Therefore, our desire is that those funds intended for postsecondary technical and occupational education in our State be made available in the same way that all other postsecondary funds are in Oklahoma. That is, allocated directly to the State regents for higher education who in turn will use the funds wisely and equitably to supplement the funds available from the State for the planning and implementation of programs in postsecondary technical and occupational education.

The institutions of higher education in Oklahoma are proud of the progress that has been made. Ten years ago, as you will note in the prepared statement that we have submitted, only 75 programs of postsecondary technical and occupational education were being offered. Today the number is 358, and we have provided the members of the committee as a supplement to our prepared statement a document which is entitled "An Inventory of Technical Education Programs in the States of Oklahoma." which details the programs offered in each of the 27 different campuses offering postsecondary technical and occupational education. I hope you will have an opportunity to peruse that document in detail.

Something in excess of 12,000 students are involved in the State of Oklahoma through the State regents in providing $15 million, and in our budgets $0.94 out of every dollar comes from State funds. The remaining less than $0.06 comes from the Federal vocational education supplement.

Mr. Chairman, I would like to extend on behalf of my colleagues an invitation to all members of the committee—and you certainly are familiar with our postsecondary technical and occupational system in the State, but we would invite other members of the committee to visit our campuses and to see for yourselves the outstanding work that is being done there.

Thank you. That concludes our formal remarks.

Mr. RISENHOOVER. Thank you. Did anyone else have remarks to make?

[No response.]

Mr. RISENHOOVER. Thank you very much. Of course—you know, being a new Member of Congress and having known many of you gentleman before. I am a little bit in awe, to be honest with you, sitting in the presence of some of these distinguished people who are on this committee and this subcommittee that we have had dealings with through the years.

You know what kind of people they are and their interest in education, especially our chairman and our minority members, Mr. Quie, and Mr. Bell, but for the record I would like to tell you how proud it makes me feel, being from Oklahoma and knowing that we have the kind of people that you gentlemen are involved in administering education in our State.

I am sure most of or many of you on the committee here are familiar with Dr. DUNLAP, our chancellor of regents in Oklahoma. He is certainly one of the outstanding educators in this country, and I am certainly glad to have you welcomed here before this committee, and I thank you for the fine testimony that you have given us.

I would like to ask you just a few questions and whomever you feel is best qualified can answer for the record. If you will identify yourself when you respond we can identify you for the record.

First of all, what part—in your opinion—has Federal funds played in the growth of postsecondary technical and occupational education in Oklahoma?

Dr. CLEEK. Mr. Chairman, I would be happy to respond to that. As I indicated earlier, 10 years ago our institutions were offering only 75 programs in postsecondary technical and occupational education. Today the number has grown to 358.

This is as a direct result of the action of the State regents some 10 or 12 years ago as they assigned priorities to these kinds of programs and began the development, not in the response to the availability of Federal funds, but rather in response to the needs of our citizens.

Now, we certainly appreciate and have a very—we don't want to minimize the role of Federal funds, but frankly the development of postsecondary technical education in Oklahoma has been the result primarily of a State effort rather than a Federal effort, but they have allowed us to expand beyond what we might have been able to do if we had not had these funds. They are a supplement rather than the primary reason for our growth.

Mr. RISENHOOVER. Thank you. What is your reaction to the claim of critics that institutions of higher education are not sincerely interested in technical education, but are only interested in monetary considerations?

Dr. PHILIPS. Mr. Chairman, I think I can speak rather directly to that. That may be an allegation that some have made, but it is certainly not true of higher education in this day and age.

I can speak more specifically to the school that I represent, but in the mere 5 years of life—and that is only how old it is—we measure enrollment in terms of 50-percent technical/occupational areas, some 2,700 people.

We have been instrumental in the city of Tulsa in attracting three major industries: American Airlines' worldwide computer system, moved from New York; Metropolitan Life regional office in that area; and Avis-Rent-a-Car regional office.

We are involved heavily in industry constantly, and this kind of statement arises my ire tremendously because, if we were in this for monetary purposes, there would be a good many other areas in higher education that would be much more lucrative as far as the institution gaining knowledge.

We spend a tremendous number of dollars in our State, and the State regents are putting up the bulk of this money now. Very little of the Federal money intended for postsecondary education in 2-year colleges is coming to the 2-year colleges in Oklahoma.

Mr. RISENHOOVER. The percentage of your budget money really hasn't amounted to that much?

Dr. PHILIPS. Fifteen percent, Mr. Chairman. Only a fraction.

Mr. RISENHOOVER. In the overall budget, Federal funds haven't amounted to much?

Dr. PHILIPS. A very small percentage.

Mr. RISENHOOVER. What percentage of Federal vocational education funds go to higher education institutions in Oklahoma?

Dr. CLEEK. Mr. Chairman, I wish we could answer that question, but the actual fact is that we have been unable to determine that.

We understand the legislation provides a minimum of 15 percent to go to postsecondary educational institutions.

We are receiving—on the last page of the document that we have attached to our testimony, you will see a summary of technical and occupational programs in Oklahoma, and the locations of those programs, and near the end of the table you will see a column headed "State Vo-Tech Supplemental Funds for 1974–75," which shows that we are receiving in our postsecondary institutions in Oklahoma $968,000, which represents 5.9 percent of the budgets of our postsecondary programs.

We don't know frankly what percent that represents of the funds, but we know that the General Accounting Office audit indicates some 30 percent going to postsecondary institutions in Oklahoma. Frankly, that is not coming to our institutions. I am not sure where it is going because legally the only institutions that can offer postsecondary education in Oklahoma are those for which the State regents are responsible, but that is how much we receive.

Mr. RISENHOOVER. How many postsecondary educational institutions do you have in Oklahoma?

Dr. CLEEK. We have got 41 different institutions in Oklahoma, postsecondary institutions. Of that number, 14 are private institutions and the remaining are public institutions. We have recently seen a report from the Office of Education that would indicate that there are some 20 area vocational schools that are reported to the office of education as being postsecondary in nature. This is not possible under Oklahoma law. The constitution very clearly sets forth that only those institutions authorized by the State regents to offer postsecondary programs may do so, so, if you add those 20 that are contained in the office of education report, it would nearly double the number, so the number again is a little bit indefinite.

Mr. RISENHOOVER. Thank you. Mr. Quie, did you have questions?

Mr. QUIE. No.

Mr. RISENHOOVER. Mr. Lehman?

Mr. LEHMAN. Thank you, Mr. Risenhoover, for affording us the opportunity of having these people from your State here. I just have a couple of questions.

I know you are saying that the beginning and the end of vocational education should not be in the secondary schools and it should be moved forward to the postsecondary institutions.

I am also interested in reallocating some of this vocational education not only upward, but downward. I would just wonder what your reaction would be to the idea of making presecondary education a part to be developed and be devoted to—what happens in the attitudes of the prevocational and vocational training for young people before they get to high school? The main reason is that the ones that are going to drop out usually drop out because they lack self-identity or a goal or a realistic type of career development long before they get to high school.

I would like you to react to that statement.

Dr. CREECH. The State board for vocational and technical education in Oklahoma has a responsibility for secondary and presecondary programs. While I am not intimately familiar with the programs, I do know there is an intensive effort being made to develop career programs starting in the lower elementary grades, to make the students in the State aware of the importance of careers and planning for a career in an occupational-vocational program.

Mr. LEHMAN. Just a minute. I am just curious to see if you had $10 million to spend on vocational education in Oklahoma and you had to spend it in three different amounts—one for presecondary, one for secondary, and one for postsecondary—just how would you, arbitrarily, off the top of your head, think would be a correct and fair way to divide that money?

You don't have to answer that question. [Laughter.]

Dr. DUNLAP. You have to answer that question.

Mr. LEHMAN. I don't know. Just from the testimony we have heard so far, I would probably say, 25, 50, 25, something like that. I have much less input than you do.

Dr. CLEEK. Mr. Lehman, I would like to respond to that question. As you indicated, we didn't have to respond to it, but our suggestion is simply that the formula for allocation of funds be based on need. That is, numbers of students, numbers of programs, and it may vary from State to State, but we think the allocation ought to be based on relative need.

Mr. LEHMAN. What is your need?

Dr. CLEEK. In Oklahoma, about 40 to 50 percent of the technical and occupational programs are at the postsecondary level.

Mr. LEHMAN. So the message I get then is somewhere around 40 percent should be spent at postsecondary and the other 50 or 60 percent should be divided between presecondary and secondary.

Dr. CLEEK. That would seem reasonable. Yes.

Mr. LEHMAN. The only other question is this. If we can get small producers are you going to train enough technicians to drill some oil wells out there? I just wondered whether it was part of your vocational-technical training programs, if they have to do with getting not only oil, but alternative energy sources.

Dr. PHILIPS. Mr. Lehman, I perhaps can answer that a little bit, being from the city of Tulsa. Just for example, in our given area, there are job openings at the present time for approximately 900 welders.

With the State efforts to this point, we have not been able to meet that particular need. We are going to be able to do it. Welding—I am using it as an example because it relates very specifically to one of the skills required in the development of energy sources.

If you could go into other areas of chemical technology, some of the industrial technology, you would find the same type of thing.

Mr. LEHMAN. My wife just completed an aviation school course in welding. I will probably send her out, too. Thank you very much.

Mr. RISENHOOVER. I would like to note that you are talking about training people to drain oil wells in Oklahoma. Our sources have been largely depleted keeping the North and Northeast warm and lighted and on wheels, and there isn't much need anymore to train people to drill oil wells in Oklahoma.

Mr. LEHMAN. You know what they say. "Let them freeze in the dark." Have you seen those bumperstickers from Oklahoma?

Mr. RISENHOOVER. Mr. Bell?

Mr. BELL. Thank you, Mr. Chairman. Do you have programs whereby your graduates can be sure they will be employed? Do you have a relationship with labor organizations, business, and commerce, so that you know where the jobs are when your students have finished their training in technical or vocational schools?

Dr. PHILIPS. Mr. Congressman, perhaps I can speak to that point also. The programs currently operating in our college—we have one of the very few labor leadership programs in the Midwest. I think our institution and perhaps the University of Houston have developed these programs. We operate in very close conjunction with both labor and management through a system of advisory committees currently. We have 355 people among 40 advisory committees, serving 44 programs.

These relate to labor, professions, and industry, and the reason for doing this goes back to this point of quality control I was talking about a while ago. This literally guarantees the success of an individual at any of these programs a job, and the output of the programs are geared to the available market for jobs, so that we are neither overproducing or hopefully underproducing.

Our problem at the moment is underproducing because of lack of funding to provide the training.

Mr. BELL. However, do you keep in current standing with fluctuations in the present market?

Dr. PHILIPS. Very much so. Let me mention just one other thing. As a point in illustration, when NASA phased down in Houston 3 years ago, there were many, many professional librarians put into the librarian market. Our college among others had a library assistant program. We found the market for library technical assistants—the bottom fell out of it, so we phased that program out. We no longer offer it. It may again be resurrected at another time when the market indicates the need.

We could make that same point for medical records technician, for a number of programs. You have to be very sensitive to the market for people so that you can develop a program and let it fly or, if the market drops, you must be prepared to phase it out.

There is no reason why a program should not be phased out if the market is not there. It makes good economic sense, and I think colleges, 2-year colleges, are very responsive to this. Does anyone else wish to comment?

[No response.]

Mr. BELL. In Los Angeles, Boston, and other cities, there existed vocational schools that spent a great deal of money on advertising to get students to enroll in their programs. The youngsters would go into these schools believing that the Federal Government was backing them, and in truth, the Federal Government in many cases was guaranteeing the student loans. Once enrolled, they would find that both the courses and teachers were inadequate. Some schools even closed their doors before completing their courses, and the youngsters would find themselves having to repay loans on an education never received.

The problem has become quite sizable throughout the United States, particularly in the metropolitan areas, and I wonder if you have any problems such as these in your State.

Mr. **Miller.** Congressman Bell, I would like to somewhat answer your earlier question. Perhaps someone else might want to add on to that one, but speaking of industrial contacts, we are at Oklahoma State University offering only postsecondary voc ed education leading to direct employment, so, if we don't have the ears and hearts and minds of industry, we don't place graduates.

Fortunately, being a statewide institution with the concentration of resources and people and equipment and space, industry comes to our campus directly from five or six State areas because of the quality that is there, and this quality at the university level. There are those who don't like to think of vocational education as being at the university level, but it surely is something beyond high school when you look into the very sophisticated technologies of today—it must be at the college or university level.

We must be sensitive or else we won't place the graduates. It doesn't take but a few months, a semester, until your enrollment will fall off if there is not placement, so we have a very, very close contact.

Mr. **Bell.** Many times students go through school and find that the jobs aren't available.

Mr. **Miller.** It is unfortunate. We just must decide that there are different levels and because of the popularity now, yes, some schools are offering less than the best programs.

Mr. **Bell.** What is your percentage of placement?

Mr. **Miller.** Every graduate has been offered a job for several of our graduations now. They don't all accept employment. Everyone that graduates has been offered a job. This is the kind of attraction we have.

Dr. **Philips.** Mr. Bell, perhaps I could comment on the second part of your question. You may be referring to a recent study and data from Dr. Berkley where I think the statement was perhaps made that only 20 percent of production of 2-year colleges over the country actually are placed.

I don't know where the data was taken. My suspicion is that quite a bit of emphasis was placed on proprietary institutions, and the question you raised a while ago perhaps rests there, much more so than it does with 2-year colleges.

Mr. **Bell.** I know that this problem rests principally with proprietary institutions, but the problem of accreditation must be taken into account. You are going to have to deal with these problems if proprietary schools are to exist. I assume you have proprietary schools that are also operating in your State.

Dr. **Philips.** There are some, and there are some very, very excellent ones. The 2-year colleges, particularly ones near the urban area, because of the low tuition rates, attract tremendous numbers of people.

As I mentioned earlier, we have an 87.3 percent placement out of all of our technical occupation programs at this particular time.

Mr. **Bell.** That is a very high placement percentage.

Dr. **Philips.** The balance, the rest of those people continue on in their education, sometimes at our school, sometimes at 4-year colleges and universities in the State, but it goes back again to this partnership between business and industry, to match the needs of business and industry and labor and the student needs, to fit them together so that you are producing a quality product that can perform on the job. because, if it cannot do that, then we should not be in the business and we shouldn't be running programs.

Mr. **Bell.** That is all, Mr. Chairman.

Mr. **Risenhoover.** Thank you. I would like to make an observation at this point. It may contribute to the high level of job placement at this particular time in Oklahoma. In the Tulsa area, which is the largest area of employment around my district, the unemployment rate is still below 4 percent, and the voc tech schools have done a lot to attract industry into the area. The availability of these schools that perform rapid training is very attractive.

Mr. Miller?

Mr. **Miller.** I have no questions.

Mr. **Risenhoover.** Mr. Pressler?

Mr. **Pressler.** Yes. I would like to address a couple of questions on the subject of follow-up on placement. One of you mentioned a very high placement rate. Now, what does this placement mean? How do you follow up? Do you follow up for more than 1 year? Do you follow up for 2 or 3 years? Is some of this placement; is a lot of this placement; how much if it is minimum wage jobs that remain minimum wage jobs?

Dr. **Philips.** Let me perhaps comment first on that, if I may. No. 1, we do a placement follow-up on all of our graduates every year, nd then this year for the first time, since we have only had four groups graduate since we are in our fifth year, we are going back and following through on resurveying the people who graduated in the first, second, third, and fourth years, the interest here being to see what kind of evaluation they make of their program after having been on the job 1, 2, 3, or perhaps 4 years, some particular length of time.

When I talk about an 87.3 percent placement, I am talking about placement in jobs related to the particular training. When you initiate and open a program, one of the factors in looking at it is: What is the wage that is going to be paid or salary drawn by that person on the job?

Very frankly, if it is a minimum wage situation, after the result of a year or 2 years of training, we will not open the program because the remuneration that a graduate should have as a result of his or her efforts should be significantly greater than the person who is employed with no training at all or training on the job.

We won't open a program unless we can say to that person:

> This is worth your time and your energy to gain this training at Tulsa Junior College and go out in this particular profession, semiprofession, job, whatever it may be.

Mr. **Pressler.** But now, what about the second part of the question in terms of how much of this placement is into jobs. I am not criticizing the program—would that be basically minimum wage type situations that remain that way?

Dr. **Philips.** Well, I would say first of all I don't think we have a program that puts a person out at the Federal minimum wage level.

Mr. **Pressler.** Is that right?

Dr. **Philips.** There is a premium placed upon graduates of programs where industry and the college, the professions and the college, labor and the college, have worked in partnership. In other words, these people are going out and they are going to, based on their level of training and their level of experience. Our feedback has been that these people get the top jobs, but again it isn't a matter of a college just dreaming up a program and producing graduates and then saying: "Here they are." You have to develop this partnership in opening a program so that your business and your professions are partners all the way.

They become your placement service. We actually don't run a full-time placement service because of our involvement in advisory committees. They do this for us.

Mr. PRESSLER. What are some examples of the starting salaries of some of your people? I mean across the board.

Dr. PHILIPS. Let me just pick one that occurs to me, respiratory therapy technician. This is a type of occupation that is perhaps only 10 years old. It used to be known as inhalation therapy, but now it has a different name.

We know, for example, that in our area there is a need for approximately 15 people per year input, so this is the way the program is geared. These people will earn at an entry point anywhere from $12,000 to perhaps $15,000 a year to begin with. This is a 2-year program.

Mr. PRESSLER. An annual wage? What about in the food services area? Do you have programs there?

Dr. PHILIPS. In the food services area, our only involvement at this point is in hotel and restaurant management. This again is based on an annual beginning wage which would go into—or salary which would fit probably again into maybe $10,000 or $12,000 category. These are middle managements.

Mr. PRESSLER. What about the handicapped? What are your programs for the handicapped?

Dr. PHILIPS. We and colleges generally are more and more sensitive to this particular thing. We do not have specific programs for handicapped people; referring to having the types of building facilities, the types of situations, as much as we can, built into our program to encourage these folks to come to an existing program. Electronics, for example, where you can work at a bench from a wheelchair.

Now, William Miller could probably speak on that very specifically. We need to be doing more particularly dealing with the people with deaf and sight problems. We have had several blind people go through our school. They have gone through more in the academic areas than the technical areas, but there is no reason why more of this can't come about with some of the innovative kinds of training programs that are available.

Again, it takes funding in order to provide this specialized kind of equipment and specialized kind of teachers who can understand how to work with these people in a given area.

Mr. MILLER. Congressman Pressler, Wayne Miller, Oklahoma State Tech. We have our school operating in what was once a hospital. We took over after World War II. Of course, everything is on one level, all connected with ramps and corridors.

Therefore, we started right after World War II as a vocational/technical branch of the Oklahoma State University. We attracted many of the World War II physically handicapped students.

We have continued because of our plans and facilities and our early work in this to attract many students that are physically handicapped in some manner or another. As a matter of fact, our emphasis is so great that the State Rehabilitation Services which is a vocation that we have operates a physical rehabilitation center on our campus. While a person may be receiving physical rehabilitation, he may have time also to receive vocational rehabilitation, so there is a very strong emphasis—I would agree with Dr. Philips. We don't have special programs for the handicapped. We have special facilities. They must compete in the so-called normal world.

Many of them can do very well because their handicap is only physical. In the technical world, that can't be other than that.

You asked about food services. We happen to have a food service program that is culinary arts and baking. Now, we are set up for not middle management and not hotel and restaurant management, initially to be a good cook, later to become the chef.

Our education is pointed toward no more than managing the kitchen. The salaries vary because quite frankly we attract students with a wide variety of abilities and backgrounds, so from fry cooks to assistant managers of hotels, motels, the cafeterias. At $550 to $950 per month.

The first thing we have to realize is that the main thing is to get them all employed, but they will not all be of the same capability. Right now the largest hotel in Tulsa—the chef is an Oklahoma State Tech graduate. The food and beverage manager is an Oklahoma State Tech graduate. About half a dozen cooks there are, too.

The largest hospital in Tulsa—the kitchen is operated by an Oklahoma State Tech graduate. He is in top management.

These are the kinds of people that come out, but we don't—the beauty of the higher education technical education program—we don't aim at the entry level jobs. We aim at only something beyond that, and we have been successful.

Mr. PRESSLER. Dr. Nix mentioned in his testimony that there was a tuition-free policy for secondary schools, I believe, or is it postsecondary? Now, what is being done for handicapped in that area? Does that same policy apply there?

Dr. CLEEK. Dr. Nix is not here. He is from the State of Georgia. He has left, I think.

Mr. RISENHOOVER. Yes. He was the gentleman from Georgia.

Mr. PRESSLER. All right. I read his testimony.

Mr. RISENHOOVER. I am sorry. I should have kept him for questions.

Mr. PRESSLER. Maybe someone else can answer that. Does anyone else know in terms of tuition breaks for the handicapped?

Dr. CLEEK. The way that is handled—it is not through a tuition break, but rather through vocational rehabilitation funds in our State, and many of the students—I am sure that every college represented here has a number of students who are receiving vocational rehabilitation funding, and the college works with the counselor, the State vocational rehabilitation service, to identify the students, and then the full costs are paid through that service.

Mr. PRESSLER. All right. I have a question here for you, Dr. Cleek, for which I would like an answer after today's hearing. Do you have any women in higher education positions, including faculty members, who could give testimony unique to women's needs, as well as the needs and desires of all citizens of Oklahoma?

Thank you very much.

Mr. **Risenhoover.** Wayne—Mr. Miller, you wouldn't hurt the cause of voc tech education if the next time you come up you bring a bag of those cookies.

Again, let me thank you gentlemen for taking the time and going to all the effort to put this testimony together and participate on this bill. I would like to assure you it has been very valuable.

In the interest of time, I have had some other questions submitted that I would like to insert into the record at this time. Would you please reply to these, and then we will make them a part of the record, rather than go through them all here this morning. They are technical questions.

[The questions and response follow.]

Hon. Carl Perkins,
Chairman, Subcommittee on Elementary, Secondary, and Vocational Education,
House Committee on Education and Labor, Rayburn House Office Building,
Washington, D.C.

Dear Congressman Perkins: At the conclusion of the presentation of testimony before the Subcommittee on Elementary, Secondary, and Vocational Education by individuals representing Oklahoma higher education on March 20, 1975, a member of the Subcommittee staff requested that I provide written response to certain questions not covered in the oral testimony. I am pleased to comply with this request and respectfully submit answers to the questions set forth in the paragraphs to follow.

Question 1. Evaluation of programs is required by the Legislation (PL 90-576). Does the Vo-Tech Board or your Board do the evaluation of programs in your institutions? What are the criteria used?

Answer. The Oklahoma State Regents for Higher Education are responsible under the Oklahoma Constitution and Statutes for prescribing standards of education at colleges and universities in The Oklahoma State System of Higher Education. In discharging this responsibility, the State Regents have established accreditation and program evaluation procedures, including procedures for the evaluation of postsecondary vocational and technical programs. During the fiscal year 1975, a three member evaluation team visited the campuses of six public institutions offering postsecondary technical education and accomplished an evaluation of approximately 80 of the 358 approved postsecondary technical education programs in the State System, which number represents more than the 20 percent figure mandated by the Oklahoma State Plan for Vocational Education as adopted by the State Board of Vocational and Technical Education. The criteria used to evaluate technical education programs in public postsecondary institutions include such items as the involvement of business and industry leaders on functional committees in all specialty areas of technical programs, the existence of a placement service and a follow up of graduates from each of the programs, faculty qualifications, the adequacy of instructional equipment and other learning resources and facilities, and other appropriate criteria concerning students, faculty, cost, organizational structure, and the like.

Question 2. The Legislation requires 15 percent set aside for disadvantaged and 10 percent set aside for handicapped in postsecondary programs. Through the Memorandum of Understanding you are the recipient of postsecondary monies. These are Part B monies. How have you complied with these allocations of funds for disadvantaged and handicapped?

Answer. In March of 1973, the Oklahoma State Regents for Higher Education and the State Board for Vocational and Technical Education entered a Memorandum, certain supplementary funds are provided for the support of postsec-and responsibility of these agencies in the field of vocational and technical education which Memorandum was subsequently enacted into law as SJR 35 of the 1973 Oklahoma Legislature. Pursuant to the provisions of the Memorandum, certain suplementary funds are provided for the support of postsecondary technical and occupational programs at institutions in The Oklahoma State System of Higher Eduaction by means of a contract between the State Board for Vocational Education and the Oklahoma State Regents for Higher Education.

Funds made available to the State Regents for supplementary support of postsecondary technical programs are at the discretion of the State Board and therefore do not constitute the full 15 percent postsecondary set aside required by federal law.

With regard to the required set aside for the disadvantaged and handicapped, we assume that the State Board is complying with the requirements of the law. However, this is not a part of the contract between the State Board and the State Regents for Higher Education. Therefore, we are not in a position to provide more specific information regarding the manner in which the compliance is carried out.

Question 3. Of the funds received by your Board the law requires that you develop a formula for allocation based on: Section 123(a) State Plan, (VI A) Evaluation, (VI B) Serving all populations, including handicapped, (VI C) Serving all populations, including economically depressed and (VI D) Costs of Programs. How have these factors been taken into consideration in your allocations of monies received?

Answer. As the State Agency responsible for the allocation of all program support funds in The Oklahoma State System of Higher Education, the Oklahoma State Regents for Higher Education study the needs of all institutions for budgetary support to carry out their assigned programs and functions. Funds made available by the State Board for Vocational Education are allocated by the State Regents to supplement other resources so as to strengthen the quality and enlarge the scope of these programs beyond that which would otherwise be possible. The vocational education supplement which constitutes only 5–6 percent of the program support for postsecondary technical and occupational programs at institutions in the State System is allocated to programs as a part of the State Regents' Program Budget procedure. The State Regents annually review and approve each program as a part of the preparation of the State System Program Budget for presentation to the Oklahoma Legislature. This review includes consideration of the requirements of the Oklahoma State Plan for Vocational Education, the manpower projections of the Oklahoma Employment Security Commission, the program evaluation as described above, the needs of society—including economically depressed and handicapped, and the cost of operating each educational program at each institution.

Question 4. The amendments of 1972 (PL 92–318) provided for the establishment of 1202 State Planning Commissions, and identified the areas to be represented on that Commission. We understand that Oklahoma is one of the States that has identified such a Commission. We understand that the State Regents for Higher Education has been declared as the 1202 Commission. How does this agency meet the requirements as specified in the law?

Answer. The Oklahoma State Regents for Higher Education, as the constitutional coordinating board of control responsible for long-range postsecondary education planning in Oklahoma and meeting the requirements of Section 1202 of the Education Amendments of 1972, was designated by the Governor of Oklahoma to serve as the State Postsecondary Education Commission, which designation was approved by the U.S. Commissioner of Education. To provide additional representation from the general public and all segments of postsecondary education in Oklahoma, the State Regents have created a 50-member Citizens Advisory Council which is broadly representative of the general public in all sections of the State and a seven member Special Advisory Committee which includes two representatives of private higher education, two representatives of proprietary institutions and three representatives of local area vocational-technical schools.

Question 5. Previous testimony before this Subcommitte has indicated the desire to change the target of the current set aside from persons "16 years and older" to "postsecondary institutions". Do you feel this is a desirable change? (The intent of vocational education legislation has been to serve the needs of people and not the needs of institutions.) How would a change in the current language serve people better?

Answer. The testimony presented by representatives of Oklahoma higher education did not suggest changing the target of the legislation from individuals to institutions but rather proposed that in order to better serve the needs of sudents at the postsecondary level, the administrative mechanism for distributing postsecondary funds be modified so as to facilitate comprehensive and efficient program planning. In other words, the issue is not one of people versus institutions, as has been suggested by some, since all funds are expended through institutions. A change in the legislation which would simplify the administrative arrangement by providing the funds directly to the agency within each state responsible for postsecondary education would better serve the needs of people in that it would minimize the administrative costs and simplify the administration of the program.

Question 6. Do you have no women in higher education positions, including faculty members, who could give testimony unique to women's needs, as well as the needs and desires of all citizens of Oklahoma?

Answer. The individuals from Oklahoma higher education who appeared before the Subcommittee on March 20 were not selected by the Oklahoma State Regents for Higher Education, but were pleased to appear and give testimony at the invitation of the Subcommittee. There are within Oklahoma higher education a number of highly qualified and articulate women in leadership positions, including business managers, deans, librarians, department heads, and the like. I am sure that any of these individuals would be happy to appear if invited to do so by the committee.

On behalf of Oklahoma higher education I want to express appreciation to you and members of the Subcommittee for the opportunity to participate in this important review of the Vocational Education Act. If we may be of further assistance to you or your colleagues, we will be happy to do so.

Kindest regards.

Cordially,

E. T. DUNLAP,
Chancellor.

RESPONSE TO QUESTIONS FOR WAYNE MILLER

Question I. I hear many business and industry leaders in Northeast Oklahoma talking about recruiting technicians on the Oklahoma State Tech Campus. How do you account for this industrial attraction?

Answer I. Congressman Risenhoover, the industrial attraction to Oklahoma State Tech is a reality because we have always offered high quality vocational-technical education to students from throughout the entire state of Oklahoma and a few surrounding states. For some 28 years we have operated as a branch of the Oklahoma State University and, therefore, have taken seriously our role to offer vocational-technical education that is truly beyond high school level with programs of sufficient depth and breadth to insure gainful employment. Our statewide operational role affords the concentration of educational resources giving us a large amount of floor space filled with a wide variety of expensive up-to-date equipment for visual aids and a goodly number of industrially experienced instructors for all of the major departments of study. In public education, numbers of students are necessary if we are to afford the expense of the technical programs of today. Persons from business and industry drive and fly to Okmulgee from several states because graduates of the past have been performing in a very satisfactory manner. The reputation of these graduates is the real reason for this attraction.

Question II. Do you see any real administrative problems in splitting up vocational-technical education into secondary and post secondary categories?

Answer II. I see no problem in splitting the administrative role between secondary and post secondary vocational-technical education administration. Oklahoma State Tech, operating as a branch of the Oklahoma State University, and several Oklahoma junior colleges offering vocational-technical eduction have for years been a part of the State System of High Education and, therefore, enjoy separate administration from that of the high school programs. For years we have accepted a separate administrative arrangement for all college work beyond high school graduation. For far too long we have treated vocational education as though all levels were the same. It is time we recognized that vocational-technical education can be a high school program and also a college level program. Indeed, complex technologies of today demand graduates from vocational-technical education beyond the high school level.

Question III. What part does student maturity play in job placement?

Answer III. Congressman Risenhoover, I feel maturity plays a very important role in job placement. For many years we have visited with prospective employers interviewing students on the Oklahoma State Tech campus and repeatedly we have heard them explain why they prefer the more mature student. There is a considerable investment in any new employee and those in industry have learned that the younger person has a tendency to move from job to job or decide to change fields, whereas the person who has studied in vocational-technical programs two years beyond the high school has a greater commitment to his or her chosen field. In addition to the sorely needed additional education and hand skills beyond the high school level, maturity is one of the more essential reasons for the encouragement of secondary vocational students to continue in two year college programs of vocational-technical education.

RESPONSE TO QUESTIONS, DR. RICHARD H. MOSIER, PRESIDENT, CLAREMORE JUNIOR COLLEGE, CLAREMORE, OKLA.

Question. How do you see the role of planning for technical and vocational education?

Answer. I believe that planning for educational service and in particular for vocational and technical education can best be accomplished by the separate economic development regions in the separate states.

Question. Do you say you are unable to use the Otis report? Why?

Answer. The Otis report is compiled once every five years and is based upon a view of the current set of conditions as defined by educators. Its utility and value is weakened by (1) a lack of involvement by business and industry (2) a lack of future oriented thinking (3) the false assumption that conditions do not change fast enough to make a five year study invalid (4) a lack of ongoing study and report of changing conditions and (5) a method of data collection that is open to serious question.

Question. How do you explain the apparent bias of state vocational boards toward institutions of higher education?

Answer. This bias is an overreaction based upon a felt need to establish a distinct and separate image for vocational and technical education apart from higher education. In their drive to establish a distinct concept state vocational boards are guilty of discrimination and waste and have adopted more rigid definitions and rules of procedure than the institutions of higher education that they accuse of inflexibility.

Question. In your statement you suggest too much is being spent for state administration and yet you recommend the necessity to establish two separate administrative agencies. Would this not tend to increase the cost?

Answer. The two separate administrative agencies are already established and functioning in the distribution of state and federal funds. If the two agencies would be limited to the functions of distribution funds and annual review of programs funded I believe that costs could actually be decreased.

NORTHEASTERN OKLAHOMA A&M COLLEGE,
June 13, 1975.

COMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION,
Rayburn House Office Building,
Washington, D.C.

Members of the Committee:

Question 1. How do you see the role of planning for technical and occupational education?

Answer. In my opinion, planning should be one of continuing cooperation from the elementary school through higher education. Public school state departments of vocational education, who have expertise in elementary and secondary education, should have responsibility in those areas. State regents for higher education, who have responsibility and expertise in postsecondary and higher education, should have responsibility in these areas. There should be close coordination and cooperation between the two authorities to insure the elimination of duplication of effort.

Question 2. Would you say you were unable to use the OTIS Report and why?

Answer. The OTIS Report is prepared by a state agency responsible for public elementary and secondary education.

Question 3. How do you explain the apparent bias of state vocational boards toward institutions of higher education?

Answer. Prior to the 1960's, state vocational boards of education had the authority and responsibility for most all technical and vocational education in the state. Very little vocational education was being offered in institutions of higher education. During the sixties and seventies there has been a constantly increasing demand for technical and vocational education in higher education. I feel that vocational boards are reluctant to give up the authority which has been theirs for so many years and are refusing to recognize the changing demand for technical and vocational education in institutions of higher education.

Question 4. In your statement you suggest that too much is being spent for state administration, yet you recommend the establishment of two separate administrative arrangements. Would this not tend to increase the cost of administration?

Answer. I do not believe that administrative costs would be increased by giving the State Regents for Higher Education the responsibility for technical and vocational programs in higher education. The staff of the State Regents is already organized to administer all phases of higher education, including technical and occupational programs, and I believe the additional responsibility could be accomplished with the present staff. These is a real possibility that the staff of the State Board for Vocational Education could be reduced in number since some of their staff are presently employed in areas of postsecondary and higher education.

Sincerely,

D. D. CREECH,
President.

Mr. RISENHOOVER. I would like to ask one further question of Dr. Dunlap. I haven't heard it mentioned, but I am fairly familiar with your success on talk-back television in the higher education institutions in Oklahoma, and I would like to ask if you have any plans for incorporating this into the postsecondary vocational technical schools in Oklahoma.

Dr. DUNLAP. Yes, sir, Mr. Chairman. First, I would like to say that the reason I haven't participated in the recitation is because I am scheduled to appear before this committee on May 8, and I didn't want to shoot my gun this morning because I might not have anything to shoot then.

Incidentally, I will be appearing at that time and offering a statement and testimony on behalf of the executive officers of the statewide boards of higher education in the Nation, an association of chancellors and commissioners of higher education and directors of higher education in the several States, about 49, that have statewide boards for coordinating and planning postsecondary education.

Now, with respect to your specific question, Oklahoma is unique in the development of closed circuit microwave television for education purposes. We are the only State that is developing a statewide system that includes connecting all colleges and universities, both public and private, by closed circuit microwave where the student at a remote location from a campus can be enrolled in the class as it takes place on the campus and see, and hear and talk back, and engage in the class goings-on and receive credit, residence credit, for the work he is enrolled in, as though he were on the campus.

Now, our legislature in 1970, which directed the State regents to establish and maintain such a technological mechanism whereby education could be extended off campus for business and industry graduate education, as well as education for the undergraduate lower division and upper division The legislature directed that the regents not only establish the initial system which had been proposed, but to plan for expansion of the system throughout the State, not only to universities and colleges, but to junior colleges and area vocational and technical schools and institutes.

We have developed a 5-year plan for full expansion of this system, and we have accomplished 3 phases of the expansion program, so today we have connected 27 campuses, colleges, and universities, and there are 8 area vocational and technical schools that are connected.

Phases 4 and 5 will wrap up the further extremities of the areas of the State institutions that are not now connected, so eventually, within 2 years, if our funding comes on through from the State on schedule, we will have connected all colleges and universities, public and private—incidentally, the private institutions are connected also—and all of the area schools that have made application for being in—being made a part of the State talk-back television system.

Mr. **Risenhoover**. Thank you very much. You have no other questions? The subcommittee is adjourned. Thank you very much.

[Whereupon, at 10:55 a.m., the subcommittee recessed, to reconvene at 9:30 a.m., Tuesday, March 25, 1975.]

[Material submitted for inclusion in the record follows:]

Vocational Administrators of Pennsylvania,
April 2, 1975.

Hon. Carl Perkins,
Chairman, House Education and Labor Committee, U.S. House of Representatives, Washington, D.C.

Dear Congressman Perkins: The hearings on pending legislation for federal funding of vocational education are of great significance to the Vocational Administrators of Pennsylvania. We are also concerned with the lack of representation from Pennsylvania at these Congressional hearings. We are extremely interested in the outcome of these proposals which may well affect the cost and quality of vocational-technical education for years to come. The Vocational Administrators of Pennsylvania (VAP) work at the local level—where the action is. Theirs is the responsibility for planning, budgeting, and operating vocational schools. This is culminated and enhanced by job placement for vocational students, all at moderate costs.

The Vocational Administrators of Pennsylvania, in a meeting held February 26, 1975, directed the following action to forward to you their opinions as expressed in this meeting. Furthermore, we forward this to you as the views of VAP and most hopefully, those of Pennsylvania's Department of Education.

First, however, it should be mentioned that the Vocational Act of 1963 (P.L. 88-210) and subsequent amendments provided much impetus, for states and local districts to contribute their fair share of funds needed for providing facilities and employing personnel necessary to implement the great expansion of vocational education in secondary, post secondary, and adult training programs. This legislation was instrumental in enabling educators to convince taxpayers and boards of education to invest locally in this neglected, but much needed phase of education. Since vocational education has enjoyed substantial progress under P.L. 88-210 as amended, and since the American Vocational Association proposal does not differ greatly from this Act, the Vocational Administrators find this proposal most acceptable by far.

We would like to emphasize our position by stating the following points:

1. We support the traditional federal-state delivery system of channeling funds to local districts, a system which has been effective in achieving results as evi-

denced in the greatly increased number of secondary and adult persons receiving quality vocational education since 1963.

2. We are unalterably opposed to the concept of revenue sharing.

3. We voice opposition to removal of categorical funding within the Vocational Act. We should like to recommend that funds for vocational education be appropriated at the federal level with reasonable guidelines to assure broad distribution for all special emphasis areas at the local level. It is at the local level that needs are most apparent and understood and every effort should be exerted to meet these needs.

4. We maintain that vocational education at all levels should be taught whenever possible in existing facilities designed specifically for vocational education and administered under public control by established certified vocational educators.

5. We feel that limitations should be placed upon the amount of money used administratively in disbursing of federal funds.

We strongly voice objection to H.B. 17305 which can only lead to unnecessary duplication of facilities and serve as a divergent stimulus at a time when a more harmonious effort is so vital to vocational education's goals. For the future of vocational education, passage of H.B. 17304 should be forthcoming before your August recess. Your help in realizing this endeavor will be greatly appreciated.

Very truly yours,

DANIEL A. CLARK,
State President,
Vocational Administrators of Pennsylvania.

METROPOLITAN TULSA CHAMBER OF COMMERCE,
Tulsa, Oklahoma, April 18, 1975.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, Rayburn Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: Since its inception in 1970, Tulsa Junior College has played an important role in our community's economic development efforts.

Specifically, TJC has been most helpful in arranging courses and curriculum that would help meet the manpower skill needs of companies locating or expanding facilities within the Tulsa area.

During our negotiations with firms who have expressed an interest in our area, we must—in many instances—satisfy their concern that efficient skilled manpower is either presently available or can be supplied. TJC's receptiveness . . . and their ability to develop programs . . . has been a tremendous help to us in this regard.

Among those firms that have located facilities in Tulsa and who have benefited from TJC's vocational-technical capabilities are American Airlines, Metropolitan Life Insurance Co., Avis Rent A Car and Cities Service Oil Company. In addition, a number of local firms that have undergone expansion have also benefited from TJC's abilities to implement courses and curriculum tailored to their particular needs.

In summation, TJC is a vital "partner" in Tulsa's economic development efforts . . . and we wholeheartedly support Federal programs that would provide more adequate funding for post-secondary vocational-technical programs.

We would respectfully request that this letter be made a part of the record of Dr. Alfred M. Phillips' appearance before the Sub-committee on Vocational Education on March 20.

Sincerely,

CLYDE C. COLE,
Executive Vice President.

VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, MARCH 25, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:36 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. William Lehman presiding.

Members present: Representatives Perkins, Meeds, Lehman, Risenhoover, Mottl, Hall, and Pressler.

Staff member present: Yvonne Franklin, minority legislative associate.

Chairman Perkins. The Subcommittee on Elementary, Secondary, and Vocational Education will come to order.

We will let Dr. Sheppard and Mr. Standridge come up first and then we will hear from Mr. Lincoln.

Come on up, gentlemen.

First let me state that it is a great pleasure to welcome you distinguished educators here before this committee on such an important subject matter. I am especially pleased to welcome you here because of your great Congressman from the State of Florida, Congressman Lehman. Congressman Lehman during his tenure on this committee has contributed as much as any other individual for the advancement of all education in this country at the elementary, secondary, and the higher education level and is now working at the vocational manpower level.

It is a great pleasure for me this morning to ask Congressman Lehman to chair these hearings.

Come on over, Congressman Lehman.

We are working on a bill to go to the floor today and we have no better individual and no greater American than Congressman Lehman to preside at this hearing.

Mr. Lehman. Before I take the chairman's chair I just would like to thank Chairman Perkins for helping us set up these hearings. He has done a fantastic job in the chairmanship of this committee.

Chairman Perkins. Thank you.

Mr. Lehman [presiding]. Mr. Stanridge or Dr. Sheppard, whoever wants to get started. You might as well get the show on the road and show them how good we are in Dade County.

STATEMENT OF JOHN F. STANDRIDGE, SUPERINTENDENT, VOCATIONAL AND ADULT EDUCATION, DADE COUNTY, FLA.

Mr. Standridge. Thank you, Congressman Lehman.

Mr. Chairman, Dr. Sheppard and I agreed that we would give a brief summary of what has been included in our statement that has already been received by the committee. Dr. Sheppard has suggested that since my job on the full-time basis has been in the area of vocational and adult education that it might be appropriate if I would go ahead.

Mr. LEHMAN. Without objection, the written testimony will be included in the record.

Mr. STANDRIDGE. Thank you.

[Prepared statement referred to follows:]

PREPARED STATEMENT OF JOHN F. STANDRIDGE, SUPERINTENDENT, VOCATIONAL AND ADULT EDUCATION, DADE COUNTY, FLA.

INTRODUCTION

The problems faced by Dade County are similar to those in any area of this country. The present foremost concern is the rising unemployment and a school drop-out rate in excess of 27%. It is suspected that these and other problems are associated in one way or another with facts and failures of the past which include:

1. Educational programs, as currently structured, best meet the educational needs of that minority of students who will someday become college graduates. It has not given equal emphasis to meeting the educational needs of that vast majority of students who will attempt to obtain employment upon graduation from high school and who will never be college graduates.
2. Too many persons leaving our educational system are deficient in the basic academic skills of reading, writing, and computation.
3. Too many students are leaving public schools prior to graduating from high school.
4. Too many students fail to see meaningful relationships between what they are being asked to learn in school and what they will do when they leave the educational system. This is true of those who remain to graduate and those who drop out of the education system.
5. Education has been unrealistic and has not kept pace with social changes, resulting in large numbers of unprepared as well as under-educated individuals.
6. Too many persons leave our educational system at both the secondary and collegiate levels unequipped with the vocational skills, self-understanding, career decision-making skills, or even the desire to work.
7. The growing needs for and presence of women in the work force is not reflected in educational or career opportunities portrayed.
8. The growing needs for continuing education on the part of adults are not being adequately met by our current systems of public education.
9. Insufficient attention has been given to learning opportunities outside of the structure of formal education.
10. Post high school education has given insufficient emphasis to educational programs at the sub-baccalaureate degree level.

The Dade County Public Schools, through its Office of Vocational and Adult Education, endeavors to serve the community by providing vocational and adult education programs that are designed to match the needs of individuals with those of business and industry. Programs are provided in vocational and prevocational for in-school youths as well as vocational and general education for out-of-school youths and adults.

VOCATIONAL EDUCATION PROGRAMS

The major goal of vocational education programs provided through the Dade County Public Schools is to prepare persons of all ages for useful employment. Vocational programs are purposely designed to help give definite purpose and meaning to education by relating training to specific occupational goals. Programs are designed to be more inclusive than just training for job skills, but also by developing abilities, understandings, attitudes, work habits, and appreciations which contribute to a satisfying and productive life. Vocational Education conducted under the provisions of legislation governing vocational education is designed to provide programs of career awareness for students in grades K–6, occupational exploratory programs for junior high/middle school students, and programs of occupational specialization for students at the senior high and post-secondary level. Adult programs are also offered in which training is provided for both the employed and temporarily unemployed.

In-school youth vocational program

All 21 senior high schools offer one or more occupational programs while all of Dade County's 39 junior high schools had at least one program offering. Comprehensive programs in occupational instruction were featured in nine comprehensive senior high schools and five comprehensive junior high schools, while specialized programs were offered at two special school centers, featuring agriculture and aviation mechanics.

During the school year of 1974–75, the enrollment of students in the senior high vocational job preparatory courses totalled 13,006, which was an increase of 4.3% over 1973–74. This increase in overall membership represents 23.3% of students presently enrolled in grades 10 through 12. Actual increase in number of students enrolled for 1974–75 in the junior high exploratory program was 8,450 while students enrolled for 1974–75 in the senior job preparatory program increased by 2,377. A grand total increase of students at both junior high and senior high schools was 11,147 for 1974–75. In all, 849 teachers provided vocational courses in the fields of vocational business, distributive, technical and health, agriculture, home and family education, trade and industrial, and diversified occupations to students at the junior and senior high levels. Well over 6,000 additional vocational students in 256 cooperative programs were provided work experience and on-the-job training activities earning an average of $2.75 an hour, in cooperation with over 500 Dade County employers.

Adult vocational program

Vocational programs were provided for adults during 1974–75 by 204 full-time and 1,099 part-time instructional staff members at 20 school centers and at numerous non-school centers located throughout the county.

During 1974–75, approximately 35,600 adult students enrolled in adult vocational distributive, health, home economics, business and trade and industrial classes. These students represented over 95,000 course registration and approximately 3.8 million student hours of attendance in 1,300 separate classes.

Vocational courses are provided for 68 handicapped persons in six different areas in cooperation with Goodwill Industries. Eleven different vocational courses are provided in the Dade County Stockade and the City of Miami Jail to 238 incarcerated individuals.

Since the enactment of the Manpower Development and Training Act in 1962, the Dade County School System has provided training through this Act. However, with the recent passage of the Comprehensive Employment and Training Act (CETA), the Manpower Development and Training program has been replaced and now is being operated under CETA.

Presently, there are three skill centers operating under CETA in coordination with the Manpower Area Planning Council. These three centers offer 19 different courses serving 435 individuals.

GENERAL ADULT EDUCATION PROGRAMS

In addition to vocational education, the Dade County Public Schools operates a general adult education program which provides adults of the community with the opportunity to continue learning in a growing, changing society. Classes are organized to afford adults the opportunities for personal improvement and enrichment and to enable them to participate more effectively as citizens in our society. Elementary education opportunities are provided for adults who are seeking the fundamental basic skills necessary for advancement beyond the literacy stage of education. Classes also are offered in which credits may be earned toward a high school diploma or be used to satisfy certain educational prerequisites which are necessary for successful occupational preparation.

The past and prospective growth of the general adult education program in Dade County is based on factors of steadily rising population, particularly in older age groups; more leisure time; and changing levels of technological development within existing occupations.

General adult education programs were provided at the Lindsey Hopkins Education Center, at the English Center and at 16 other adult education centers located throughout Dade County. In all, 600 instructional staff members offered over 4,700 classes in which 40,000 different adult students enrolled during 1974–75. These students represented approximately 120,000 course registrations and over three million hours of class attendance.

High school credit programs provided an opportunity for adults to earn a high school diploma. One thousand five hundred (1,500) adults completed the requirement for an equivalency diploma during the 1974–75 school year. Adult basic education classes, held in 75 locations throughout the country, served approximately 17,500 additional adults.

Programs for senior citizens, started during the 1968–69 school year, has expanded rapidly with the influx of multiple-unit dwellings which concentrate this steadily rising population group within such facilities. This year 12,500 older people participated in programs brought directly to them where they reside.

SPECIAL PROGRAMS AND SERVICES

Some of the special programs and services offered by the Dade County Public Schools for the purpose of broadening the vocational educational opportunities for in-school youths and adults are as follows:

A programed learning laboratory was developed to provide students with individual instruction on both remedial and advance levels in basic skills and subject matter areas. This laboratory provides services to well over 15,000 adult students annually.

Veterans training has been approved as a part of the adult occupational instruction program which is under the Vietnam ERA Veterans Readjustment Assistance Act of 1974. Since July of 1970, 425 veterans have been enrolled in various programs.

Vocational rehabilitation training has been provided for 700 persons who are referred to the adult division by the Florida Rehabilitation Office.

A dental research clinic has been established through the efforts of local dentists, the Dade County Public Schools and Metropolitan Dade County. In 1974–75, this program provided training for 28 dental assistants and postgraduate training for 101 dentists in Dade County. As part of the training program for the year, 2,000 welfare patients received dental care.

Adult guidance service is being provided in each adult center in which individual appraisal, information services, counseling, placement and student follow-up are provided. Service is provided by 17 full-time counselors and 35 part-time counselors who have counseled with 86,000 adult students in 1974–75. As a part of this service, 24,100 adult students were tested. The adult placement service which provides a centralized job placement service for those adult students who complete their courses or who need employment while attending school reported 6,967 placements.

School industry education programs provide for the effectiveness of all trade and industrial education programs. This program links the schools and industry in a mutually cooperative effort. On-the-job work experience is expanded to become a portion of all applicable trade and industrial education programs. Students who have demonstrated job readiness are recommended for job placements by their instructors. Countywide vocational teacher-coordinators make job placements and provide supervision of the student on the job. Many of these cooperative job placements lead to full-time employment upon graduation.

Employability skills programs are conducted in 37 secondary schools. This type of program is planned to become an integral part of all junior and senior high vocational course offerings. The training objectives of this program are to develop the basic skills, knowledge, values, and attitudes required to obtain and hold jobs or receive job promotion.

Living Witness Program is sponsored cooperatively by the Greater Miami Chamber of Commerce and provides teachers and counselors with successful young people who make informal visits to classrooms. Emphasis of the program is to encourage students to stay in school, to improve attitudes towards study and work, and to stimulate interest in skills training.

Occupational Specialists are persons selected from business and industry to work with guidance and counseling personnel in providing vocational information to parents, teachers, and students at the high school and adult level. To date, there are 72 such persons employed in the Dade County Public Schools.

Placement services—All students who have completed their training and are ready for employment may register with the Placement Service located at the Lindsey Hopkins Education Center for assistance in securing a position. There is no charge for this service. In addition to this, 22 placement specialists provide placement to students enrolled in secondary programs.

Job entry program permits a student who has reached the age of 16, completed the eleventh grade, and has completed the courses required for graduation, to substitute 288 hours of supervised work experience for a unit of credit up to a maximum of five credits. Presently, there are 480 students participating in this program.

FUTURE PLANS

In a recent comprehensive survey of vocational education in Dade County that was conducted by Walter M. Arnold Associates, it was reported that in order to meet the labor market demands and the student interest and desire for vocational education programs, it would be necessary to increase vocational enrollments over an eight year period to 40% of students enrolled in grades 10 through 12. In 1973, the Dade County School Board, recognizing the tremendous needs to expand the vocational educational programs at all levels, approved the following:

1. An objective for the school system for substantial expension of vocational education for adults as well as a goal of 40% enrollment of the students in grades 10 through 12 in vocational education by 1980.[1]

2. Full development of career education programs with special emphasis on career exploration at the junior high level.

3. Establishment of at least six shared-time regional vocational technical centers according to a master plan that was developed by the administration at a projected cost of $40 million. As an initial step toward this goal, the Board authorized the establishment of three shared-time regional vocational centers pending availability of funds. The first of the three centers are to be located in the South Dade vicinity, the second is to be located in the northern end of Dade County and the third is planned for the west central part of the county.

4. Transportation for all students to the closest comprehensive high school beginning with the 1973–74 school year.

5. The expansion and improvement of vocational facilities at 21 senior high schools, the George T. Baker Aviation School and the Miami Agricultural School at an approximate cost of six million.

In addition, the Board authorized that:

1. At least $200,000 each year for three years as a commitment for the purpose of remodeling existing classrooms and laboratories into career exploratory cluster laboratories.

2. Transportation for students attending shared-time area vocational technical centers be provided in such a way that there would be no delay or problem in transporting students from their home schools to the shared-time facilities.

Plans for 1975–76, which are subject to available funds, are as follows:

1. To continue the development and implementation of the career education program K through post-secondary and adult at an anticipated approximate cost of $2.1 million.

2. Provide additional support staff and facilities for the development, reproduction, storage and distribution of vocational and general adult curriculum necessary for the continued expansion of vocational education. This is to be at an approximate cost of $600,000.

3. Expand staff development services for vocational and adult education teachers and teachers of schools who provide career education programs at the elementary, junior high and senior high levels, at an approximate cost of $70,000.

4. In addition to the expansion of career education, expand vocational education at the secondary level as well as at the adult level. It is planned to employ an additional 400 full-time equivalent teachers to serve a projected additional 10,000 students at the junior-senior high levels, at a projected cost of approximately 7.2 million dollars.

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[1] Vocational Education in this case means those courses that are designed to prepare students for specific job skills in an occupation or cluster of occupations, at least at the entry level, but by the time they leave the regular high school at/or before graduation.

RECOMMENDATIONS

The unmet student needs, as reflected on the following chart, shows a dramatic number of students at the junior high, senior high, and post-secondary level who are not able to take advantage of high quality vocational education programs. It is projected in the 1975–76 school year that *25,500* students at the junior high level will not be able to take pre-vocational programs, and 23,501 senior high students will not participate in vocational job preparatory programs; and for those who have left the regular K–12 school program, 32,780 persons will not be served in gainful employment vocational education program.

	1974–75 (current)	1975–76 (projected)
Prevocational programs (grades 7–9):		
Total school enrollment (grades 7–9)	64, 266	65, 000
Potential prevocational enrollment (90 percent of total above)	57, 839	58, 500
Actual enrollment in prevocational programs	29, 901	33, 000
Unmet needs (potential less actual enrollment)	27, 938	25, 500
Secondary programs (grades 10–12):		
Total school enrollment (grades 10–12)	55, 027	55, 300
Potential secondary enrollment in gainful employment vocational programs (67 percent of total above)	38, 868	37, 051
Actual secondary enrollment in gainful employment vocational education programs	13, 367	14, 000
Unmet needs (potential less actual enrollment)	23, 501	23, 501
Post-secondary programs:		
Total district labor force	628, 900	661, 000
Potential post-secondary enrollment in gainful employment vocational education programs (8 percent of the labor force)	50, 312	52, 880
Actual post-secondary enrollment in gainful employment vocational education programs	19, 090	20, 100
Unmet needs (potential less actual enrollment)	31, 222	32, 780

Realizing the needs for improving and expanding vocational education programs for Dade County, which is typical of many metropolitan areas throughout the country, the following recommendations are made for the committee's consideration:

1. The amount of the present appropriations should be at least doubled in future vocational education legislation. In order to accomplish the purposes of the ten-year master plan for Vocational Education, the construction of facilities alone would cost approximately $46,000,000 of which very little, if any, federal funds are now available. If federal funds were made available on a 50 percent matching basis, the Dade County School System alone could require more than $23,000,000 in order to implement its plan for providing vocational education for students in grades 10 through 12.

2. That funds be made available in advance in order to give state and local school systems ample time for planning. It is extremely difficult, if not impossible, to develop a proper plan and then effectively implement that plan when it is uncertain whether or not funds will be available before the school year begins. It is estimated that from 20 to 25 percent of the funds could be used for other purposes if ample time were given for planning.

3. That single bill for vocational education, similar to the AVA proposed bill, be adopted and that the important elements of proposed bills be incorporated into this single bill.

4. Because of our past successful experiences of providing a strong link of Federal, State and Local relationships, it is recommended that a single federal and a single state agency administer the vocational education legislation as conducted at the local level.

5. If the proper financial resources were made available to the public school system throughout this nation to do the job that needs to be done in preparing our young people for the world of work, it would not be necessary to have the Comprehensive Employment and Training Act of today; at least it would not be necessary to have the large amounts of appropriations that are going into CETA at the present time. Much of this money could be used to prevent the unemployment problem rather than to provide a remedial approach to an aging problem. We will never be able to solve the unemployment problem unless we can start at the early stages, even at the elementary level with programs of career awareness to be followed at the junior high level with career exploratory programs and at the senior high, post-secondary, and adult level with career development or skill training programs.

Mr. **Standridge.** I just would simply like to say I appreciate the opportunity of being asked to appear before the subcommittee. I had an opportunity last April of appearing at one of the oversight hearings in Raleigh, N.C., and I enjoyed that experience.

To get right on with the problem at hand, we—as most of the members certainly are aware of—have a real problem in our country today and it is made up of several kinds of situations. We have a high dropout rate of students in our school systems. I think in Dade County alone we have about a 27-percent dropout rate of students who entered the seventh grade who did not for some reason or another graduate from high school. This to me is an appalling number of students, a very high percentage of students that are dropping out of our educational institution. These students when they drop out are unprepared to face the world of work, they are unprepared to face the society in which we are living in today. The educational program obviously has not been relevant to the needs of many of these students.

The problem of the rising unemployment is another real problem. We have with us this morning Mr. Lincoln. I feel honored to have the opportunity of working with him in a cooperative relationship to try to solve some of the problems that the school system failed to solve and that is the rising pool of unemployed after they leave the school system and after they become adults and after they become heads of households and have rather major responsibilities.

We have a real drug problem. Dr. Sheppard being the humanitarian that he is and being in the medical profession might want to say a few words about the drug problem and how it relates to the relevancy of education.

We have a high crime rate in all of our metropolitan areas and it seems to be getting worse.

In my paper I have alluded to and given some statistics about what the Dade County school system is attempting to do and doing and hopefully what they will be able to do in the future in regard to the future plans. I don't intend to repeat what is already included in the statement except to highlight the fact that we recognize as the school system and as the board of education some of these problems and are trying to do as much as we can to solve these problems.

The board has taken some very affirmative and positive action, and about 2 years ago at this time in April 1973 they approved a board action that would make it possible for 40 percent of all students enrolled in senior high school programs to have the opportunity for vocational education offerings. Along with that they approved the establishment of six spare time area vocational technical centers to be built in the county. Three of these already have been budgeted in the next 5 years, the first one is already being planned by the architects and will be completed and construction will be started rather quickly. Hopefully it will be completed within a period of 12 to 18 months.

The school system has employed approximately 100 educational specialists. An occupational specialist is a part of a team of other guidance and counseling staff but their major responsibility is to provide the occupational counseling that has heretofore been very much neglected. These occupational specialists are people who are not educators per se, many of them do not even have a degree, but they are certified and they are paid just like any other teacher and their expertise comes from business and industry. They relate to the students because they have been there, they have had the experience in business and industry and they are able to answer the real hard questions as to what is required to get a job, what are you going to have to do to prepare yourself and this type of thing.

The board has also approved long-range career education plans which involve a career awareness program at the elementary level to start making students aware of what education is all about. Many students, in fact I would say probably most students, have no understanding of why education is even necessary and this begins at the elementary level. For many students they start developing a failure pattern because they are not motivated, they have no interest in what they are learning, they see no relevance to what they might be doing later on in life.

So the career awareness program is an attempt to try to make students aware of the importance of arithmetic, English, science and the other types of programs that are offered at the elementary level and they learn these things not in isolation but as a part of an overall plan that fits into some type of an occupational pattern. Simulated laboratories have been set up so that students can experience some of the things that a dental assistant or a dentist might do. They get an understanding of what an engineer might do. They go through some actual learn-by-doing kinds of experiences at the elementary level. They have people from the outside that represent occupations to come in and talk with them and answer questions about the occupation. They have access to resources, film strips, books which are written at their level that tell about occupational offerings.

Then at the junior high level they take a step forward and get involved with an exploration stage at the point where students begin to explore some of the different kinds of occupations a little bit more in depth. At this level they do not become involved with specified skill training as much as they become involved with the doing of some of the laboratory type experiences, the hands on oriented types of activities that are involved. This further strengthens their ability to make career decisions and by the time they reach the senior high school level we start going into more of a specialization activity with those students who want to prepare and more move into the professional ranks—the doctors, the lawyers, the teachers, and so forth. They began taking advantage of those kinds of courses that would better prepare them for that type of activity.

Also I might point this out, that many of the students who want to become professional persons may also want to take advantage of certain vocational offerings and it is possible to do both today, it is not an either/or situation. As we strengthen our guidance and counseling program, as we change the image of vocational education, hopefully we will be reaching more of the brighter students that would take advantage of that opportunity.

Then of course at the postsecondary level we have programs at the district level—in fact, it is mentioned in the statement. We also have a strong community college program in Dade County that we cooperate with very effectively.

These are some of the things that the school board has taken action on in a positive manner. Dade County is a very large school system, it is the sixth largest school district I guess in the Nation. I was mentioning to Dr. Sheppard just before coming to the table that it is amazing that school board members can really get involved in the curriculum, the instructional program, with the problems of the real emergency type problems that seem to take most of their time and in most cases do not include the instructional component.

It is desegregation, it is the drug problem, it is the air-conditioning of buildings, it is the need for new facilities and all of these kinds of things that don't even touch on the instructional program. So I hope that I have had an opportunity on this trip, and I think I have, to give Dr. Sheppard a little bit better insight as to some of the problems that we are having. Bill, of course you know, being chairman of the school board at one time, what I am talking about.

Well, what are some of the remedies? Let me get right into that and we will talk about that a little bit. I think I made five general statements in terms of some of the solutions.

I might refer you quickly to page 12 of the statement where we listed a chart showing some of the unmet needs. I think this is very illustrative of some of the impact that we are talking about, some of the need.

We have for the 1975–76 year in prevocational programs a total school enrollment of 65,000 just in those three grades 7 through 9. At least 90 percent of that group should be exposed or have the opportunity to explore occupational areas. We are presently or hope to serve next year approximately 33,000 students in prevocational activity which would leave an unmet need of about 25,500 students.

In the secondary program—grades 10, 11, and 12—our total enrollment is projected to be about 55,300 and a good estimate of 67 percent of that group is what we would consider and the State Department of Education in Florida has suggested that 67 percent of that group should have the opportunity to take advantage of vocational education programs. We anticipate approximately 14,000 students will be served in senior high school programs in vocational education which leaves an unmet need of 23,501 students.

In the postsecondary program which Dade County, as I mentioned, has a very large postsecondary program the total district labor force is projected to be at something like 661,000 and it is projected that 8 percent of the labor force would be the potential for enrollment in gainful employment, educational vocation programs, and this figure is 52,880 and rationally serving approximately 20,000 which leaves an unmet need of 32,780 students.

Harvey Lincoln and I were discussing last night—we were sort of talking about the need for Federal funds and Harvey made the statement that really the amount of Federal funds that we are getting in vocational education is really not very much compared to the amount of money that is going into the CETA program. I think Harvey was a little surprised that it was as little as it really is.

One of my recommendations, Mr. Chairman, would be—realizing, of course, we have a very tight financial situation—we are just going to have to have more funds if we are going to solve the problems that we are confronted with today and tomorrow.

As a point of illustration, if we build these facilities that the board has already approved, it is going to cost something in the neighborhood—based on present-day construction prices—of about $46 million just in Dade County alone. Dade County can be multiplied by many, many times over throughout the United States where the similar need exists. If we had Federal money that could match this on a dollar-for-dollar basis, it would require $23 million just in Dade County. Now that is just for the construction part of it, it does not involve equipment or other kinds of support services.

Of course we have already talked about the importance of forward funding. I don't need to bore you with that again; I know you have heard that one before.

No. 3, I think, is a very important recommendation and that is that I think we have got to work with a single bill for vocational education. I know that we have four bills that have either been introduced or will be introduced. I guess the administration bill has yet to be received. We have the bill from the AVA, we have the bill from the community colleges, we have the bill from the Guidance Association.

I think the concept is in terms of the expansion of and the improvement of the quality of vocational education. I think everyone is zeroed in on that. I feel that we can take the good parts of each of these bills and incorporate them into a single bill. Along with that, I think, we need to maintain that good, strong relationship—Federal, State, local—that has already been successfully experienced over the past many, many years as long as vocational education has been in existence; at least as long as Federal moneys have been made available in vocational education.

Finally, I would like to summarize the kinds of educational experiences that are needed at the public school level—that is, before the student finishes his 12th grade of school. If we could make education relevant to meet the needs of those kids, if we could start preparing those kids with some career awareness, with some exploration activities at the junior high level and specialization programs at the senior high level, I think this would do much to lower the numbers of people who are now unemployed and who are recipients of another kind of a program that is necessary to take care of their needs and that is the CETA program.

I want to speak in favor of the CETA program. I think it is very, very necessary. My only point here is to say that we ought to do everything that we can to lessen that need for another program to take care of the failures for which the school system had and pushed out many, many students on the street unprepared to cope with our society today.

I want to thank you, Mr. Lehman, for the opportunity. If there are any questions, I would be glad to answer them at this time.

Mr. LEHMAN. Thank you, Mr. Standridge, for the very excellent testimony.

I just wonder if Dr. Sheppard has anything to add at this time to that.

STATEMENT OF BEN F. SHEPPARD, CHAIRMAN, SCHOOL BOARD OF DADE COUNTY, FLA.

Dr. SHEPPARD. There is not too much that I can add. The thing I would like to stress, Mr. Chairman, is the last point that Mr. Standridge made about career awareness. The entire appropriation at our State level was cut on that one thing. I think that a lot of PR work has to be done. For too long a period we have been considered the wastebasket toward which you steer the students who could not make the educational grade. I think we have to stop and revise our educational programs to have a balance. There should be as much concern about the student who is not going to college, which is about 75 percent of our total students, as there is for the college bound students. I think we have got to work on that.

I think that we are in a peculiar situation in Dade County in the sense that we had about 400,000 Latins thrust on us before we were really prepared to assimilate them. We have had to go with our bilingual courses. We were unprepared for it in a sense. We had to get them ready for the work market so they could be productive.

The only other thing is that I would reemphasize the fact that we have got to balance our administration and our courses. Sometimes I think when school board members get a little bit too inquisitive the administration throws these roadblocks in the way of problems so we have to keep our mind on the roadblocks and out of the administration. I have not been able to solve that one. You have had some years at it, maybe you could tell me how to do it.

I think that if we don't change the image of what we have, No. 1—we don't provide the single Federal and State agency. It works well in other programs. All the money for drug rehabilitation comes this way through the Federal Government to Tallahassee to the county treasurer where it is guarded. I think we can do the same with voc rehab and do away with many of these programs or divisions which we are having.

I will be glad to answer any questions, Congressman, but that is about all. I think Mr. Standridge has covered everything that I wanted to say.

Mr. LEHMAN. Thank you, Dr. Sheppard. You certainly had a rich background of experience from many years of dealing with sick kids and well kids and kids in trouble in your background as a physician and as a juvenile judge and as a school board member and now chairman.

Congressman Hall, would you like to ask any questions of our representative?

Mr. HALL. I do appreciate the testimony and I agree 100 percent.

Mr. LEHMAN. I would just like to ask a couple of questions and then we can go on with Mr. Lincoln's testimony.

You mentioned the fact of your cooperation with the postsecondary level. One of the conflicts we are going to have in writing this legislation is the possibility of who is going to get the authorizations and the funding and how it is going to be divided between the public school level and the postsecondary level. Would you like to just give me a brief statement on how your system works with the postsecondary institutions in our country?

Mr. STANDRIDGE. Be glad to, Congressman.

As you know, and for the benefit of those who don't, Dade County, the district school system, has a postsecondary program. It is designed to prepare those students who did not have the opportunity in the regular K through 12 program to take advantage of or for whatever other reason may have happened to prepare those students for the job market. The postsecondary program is designed to concentrate on the real gut issue of what is needed.

There are no frills, there are no programs added to it, it is strictly for the purpose of providing the student with the salable skills to get a job. Some of these programs last as little as 10 weeks, others last as long as 2 years in length depending on the type of occupational activity pursuit on the part of the student.

In addition to the postsecondary program that the Dade County school system has, we have a very, very strong program at the community college level. Miami-Dade Community College has four campuses now. They have a north, a south and a downtown campus which are all inclusive and they provide many occupational programs. The fourth and most recent campus is the allied health occupations program that is being offered. They are in the process now of planning for a new building that will be located in the medical complex of Dade County where they can utilize the services of many of the hospitals and clinics and other health institutions and cooperate with those.

The school board about 3, 3½ years ago authorized a joint occupational coordinating committee between the Dade County school system and the Miami-Dade Community College in which five or six representatives from each of these institutions would meet on a regularly scheduled basis to discuss and try to solve the problems of duplication, the problems of overlapping of courses and any other problem that might come up in regards to occupational programs.

I am happy to say that we have been I think very, very effective in working through this coordinating committee. It was approved by both the school board and the college board of trustees. Our superintendent, Dr. Whigham, and the college president, Dr. Masiko, are strong advocates of the committee. We have had some real productive sessions. We have worked out some real problems that we had prior to the makeup of the committee. We don't always agree on everything. We are not going in and saying yes to everything that comes about, but we do have a chance to communicate. We have a chance to stress our point of view and eventually we will work out some kind of a solution to the problem.

This is why I think that we are better off by providing a single bill. If there is a need to incorporate a certain amount of or a certain percentage of money for postsecondary, that can be done. It can be done in a single bill. I think the thing that we need to do more of is to take advantage of each other's strengths and where we can provide facilities, and we are doing this to keep from duplicating and building a facility that is not otherwise needed.

For instance, we have a dental research clinic in our school system's program. We cooperate with the junior college in providing the clinical experiences that the dental hygienist at the community college is offering. We have a food service facility which is used as the laboratory for those students in the hotel and restaurant program of the community college. This is an example of how you can cooperate.

Mr. LEHMAN. It can be made to work together and that is the kind of legislation we are going to have to be addressing ourselves to.

I would like to ask Dr. Sheppard to expound. He mentioned something about the image of the vocational education. I just wonder as a kind of an overall view, what have you noticed in making that statement as to the effect of the type of student that enrolls in these programs? What kind of an image problem do you see?

Dr. SHEPPARD. I think there must be more balance between the traditional courses of education and voc rehab. We have voc rehab into the traditional courses and career planning must be made that way because I can remember my days way back where it was considered if a child could not make a go of school, well, then the next thing for you to do is to go into voc rehab where perhaps you can use your hands and learn to be an electrician.

The people who are college bound and the families who wanted their children to go to college and insisted on it whether the child wanted it or not—I sort of hate to say looking down but they were not in the same strata. I think we have got to work to overcome this, that it is just as important to the individual student to become aware of the vocational rehab and not make it a stepson or a stepbrother but make it a part and let the child decide for himself. Then you are not going to get the 25 percent-75 percent ratio which we have. You are not going to get the large amount of dropouts.

I think again one of our major problems has been the hookup with the union and the age limit which they require before you can become an apprentice. This is something we can't do anything about but mainly I do feel that as we do with our substance abuse programs, so we should do with our voc rehab program. Get them into the regular curriculum and give all children a chance to be exposed and choose rather than to mandate what they should be doing.

Mr. LEHMAN. Right, and certainly assist in this with the right kind of public relations and counseling.

You also mentioned the impact that the Spanish-speaking enrollment has had on our community. In what respect do you see this as being a problem in the vocational educational field and how has our school system been able to deal with it? In other words, in what way are we dealing with bilingual vocational education? Not bieducation but bilingual vocational education.

Dr. SHEPPARD. I think that most people don't realize that suddenly in 1960–61 we acquired hundreds of thousands of Latins and we had to combat the fact. We are the fifth or sixth largest school district. New York City and the other major cities had the people grow up in the city. All of a sudden in 1961 or 1960 we had all these children thrust upon us and we had to make way and we had to prepare them for the labor market.

English was a secondary language because these youngsters were going back to homes where, for example, English was not spoken and then they would have to come back to the school and start learning all over again the things to say. We have had a great many problems and they are straightening out now. We have problems with them in the labor field but they have been trainable. I think we are assimilating them and in a few years there will be no such thing as a Latin or an American student, they will all be of the same caliber.

Mr. LEHMAN. I would like to introduce at this time, who also has some questions, Congressman Pressler from South Dakota.

Mr. PRESSLER. Mr. Chairman.

Yes; I would like to pursue two areas that are pet topics of mine. One is your followup on your graduates both in terms of salaries and in terms of jobs received. What areas do you find are most employable, what types of training are most in demand?

Mr. Lehman. Either Dr. Sheppard or Mr. Standridge.

Mr. Standridge. I will make the first attempt to answer the question. The State legislature a couple of years ago passed legislation that would require all school systems to incorporate a placement and followup plan beginning in September of last year. We have a plan in effect now that is a formalized plan of placement and followup which is mandated by the State. We have a placement specialist in each of our senior high schools and the facilities are available to each of our junior high school programs for the benefit of those who may drop out during their junior high school activity.

These placement specialists, by the way, are not concerned only with the vocational education program but they are concerned with what happens to any student regardless of what type of program that he is enrolled in if he happens to drop out of school or quit school or take a job or what have you. The purpose for which they are serving is to first of all assist students in the area of placement, try to find jobs for the students, but secondly to try to determine what is needed in the way of curriculum revision—here again to try to solve and get to the preventative approach to eliminating the high number of students who drop out who are unprepared for the world of work.

Now traditionally it has been my experience in working in vocational education—I have worked in five different States in my vocational education career—the programs of vocational education have traditionally built in a placement and followup activity which becomes an ongoing part of that program and the teacher himself is responsible for contacting potential prospective employers and to try to match the graduates of his program with the available——

Mr. Lehman. I think Mr. Pressler——

Mr. Pressler. What I am really focusing on is do you have a followup program to determine how many of your graduates are immediately employed or how many of them are employed 2 years later, as well as how much unemployment exists? Do you have good numbers?

Mr. Standridge. OK. I will answer that question specifically. We just recently conducted a placement and followup survey on several of our schools and it was determined that approximately 85 to 86 percent of those who graduated from the program are actively employed. Of that number that are actively employed, approximately 80 percent of that number are employed in a job which was related to the training they took in a vocational program.

Mr. Lehman. Would the gentleman from South Dakota yield, please.

Mr. Pressler. Yes.

Mr. Lehman. We are concerned with getting a higher, more intellectual capacity in vocational education. Suppose you had one of those young people that graduated from vocational education and did not go into a job but had decided to go to college and to pursue a higher education. Do you count him as part of the 20 percent that is not following out the vocational education?

Mr. STANDRIDGE. Well, the way we design our survey is that those who are available for employment—now for those who go into the military or to pursue continued education at the postsecondary or advanced levels, then we make that statistic but they are not available at the time for employment.

Mr. LEHMAN. What I am trying to find out is, the success of your program is based on the percentage of the people that are employed in the vocation that you train them for and if some of these people go into higher education or the armed services is that a negative factor in proving or disproving the success of your program?

Mr. STANDRIDGE. I don't see it as a negative factor, I see it as a positive factor.

Mr. LEHMAN. I am trying to use it as a measuring factor. I am not trying to take up all your questions. What concerns me is if you get a better student, a more intellectual student, if you count those as nonfollowthrough students if they don't follow the trade you train them for, then it is going to lower your success figure in your vocational program and in turn that will reduce your incentive to put higher quality students in your vocational education programs in certain respects.

Do you understand what I am saying? That is what I am concerned about. Do you understand what I am getting at?

Mr. STANDRIDGE. I think so.

Mr. LEHMAN. No.

Mr. PRESSLER. Well, let me take a try at that.

The thing that I have been concerned about, and this is not in the matter of criticism, we are trying to get a nationwide picture and that is why we are very appreciative of your coming here this morning and giving us your points of view of what becomes of vocational education studetns after they graduate. Do they remain locked into that food services area? Do women remain locked into minimum wages? What becomes of handicapped and women employees?

That is my next question to you. What programs do you have for women and handicapped employees? We seem to be locking in all area of education. Maybe this is not unique to vocational education, but in terms of evaluating funding, where do the dollars best go? Where do we get the best return? Do the diesel mechanics get better jobs with increased wages through the years, and are they happy? Do they do what they have been trained to do? Not that any kind of training can insure the success of an individual, but we don't have those kinds of hard statistics for most States, and maybe Florida does not either, and I would not fault you necessarily if you didn't.

It costs a lot to develop such statistics, and usually people who answer questionnaires have jobs, those who don't have jobs don't answer.

I have been very frustrated in these series of hearings, through nobody's fault I am sure but because we don't have the kind of information we should have to legislate intelligently and maybe that is true of all education. We don't have information to live intelligently either, I guess, but that is what I am geeting at.

Do you have a system that you follow up on your graduates?

Mr. STANDRIDGE. We do now, Congressman. We did not have a formalized system prior to this year, but we do have one now. I know in terms of the surveys that we have conducted that approximately upward of 80 percent of our graduates are employed successfully in the job in which they were trained or some related activity. In terms of their locked-in process, we find in most cases where a person advances from one job level to another job level that very prevalent are those vocational graduates who go into a job at a certain level and later on advances to additional and higher levels of employment—the supervisory level, the managerial level, and this type of thing. The job ladder concept is provided and is one of the beautiful things about what we are doing in Dade County. The cooperative relationship we have with other institutions is that we continue to provide upgrading type programs for those workers who are employed in a situation where they would like to advance, and it is very possible for them to do so.

Now, in terms of the kinds of programs where we find that job placement is very good—and these are in the service areas primarily, the service trades, the secretarial areas—I don't think we can ever train enough good secretaries. We simply are being bombarded by business people about the lack of well-trained persons to go in as secretaries.

We have no problem placing graduates in the health occupations.

We have no problems placing mechanics as diesel mechanics, automobile mechanics, aviation mechanics.

Of course, you understand, Congressman Pressler, that our situation now in the construction industry has fallen off.

Mr. PRESSLER. What percentage of your construction employees get jobs now?

Mr. STANDRIDGE. Most of them are still able to get jobs even though they might not be at the level for which they would like to have been employed.

Mr. PRESSLER. What is the rate of unemployment in Florida now?

Mr. STANDRIDGE. It is 8.9 percent.

Mr. PRESSLER. Is it that high?

Mr. STANDRIDGE. Yes. I might add that in certain areas in the metropolitan model cities areas, I don't think they ever get down to that point; it is much higher than that all the time. I guess our unemployment is typical throughout the country. The construction industry seems to be suffering mostly right now, but there is a real paradox. We still have a great need for other types of skill personnel.

Mr. PRESSLER. What about women?

Mr. STANDRIDGE. In reference to the women situation, I think we have a pretty good balance of programs that are available to either sex as far as that goes. In terms of actual numbers of enrollment, we have probably about a 50–50 ratio in terms of the number of women enrolled in vocational programs as opposed to the number of men. Now more and more, Congressman Pressler, if a lady chooses to be an automobile mechanic or a truckdriver—we have a truckdriving school in Dade County, and in that last class we have three females. That is 3 out of about 18 or 19 students, and that is a pretty good percentage. The programs are available. If the woman or the man wishes to enroll in that particular program, we certainly don't discourage it. We have men enrolled in programs of licensed practical nursing. We have women enrolled in the mechanical trades. More and more of this is becoming a matter of routine.

Mr. PRESSLER. I am wondering about your programs for the handicapped. I see that vocational courses are provided for 68 handicapped persons in six different areas in cooperation with Goodwill Industries.

Mr. STANDRIDGE. That is just for Goodwill alone. We have many, many other handicapped persons enrolled in the vocational educational program. I simply did not put that figure in these statistics, but that is just the program that we are cooperating with in Goodwill. We have special programs for the handicapped in most of our junior high and senior high school programs.

Mr. PRESSLER. Now what about for prisoners, do you have anything there?

Mr. STANDRIDGE. We cooperate with the Dade County Stockade and the Dade County Womens Detention Center. We offer vocational education programs to the persons who are incarcerated.

Mr. PRESSLER. Well, I am certainly a supporter of vocational technical education, and I am a cosponsor of this bill. We do appreciate your taking the time to come up here. You have made a contribution as far as I am concerned in your testimony and what you have read into the record.

I have no further questions.

Mr. LEHMAN. Thank you.

I would like at this time to bring on Harvey Lincoln from our Dade County Manpower Consortium. He is the executive director.

Harvey, if you want to just summarize your statement, without objection we will have your written testimony inserted into the record.

STATEMENT OF HARVEY M. LINCOLN, EXECUTIVE DIRECTOR, DADE-MONROE MANPOWER CONSORTIUM, FLORIDA

Mr. LINCOLN. Thank you, Mr. Lehman.

[Prepared statement referred to follows:]

PREPARED STATEMENT OF HARVEY M. LINCOLN, EXECUTIVE DIRECTOR, DADE-MONROE MANPOWER CONSORTIUM, FLORIDA

Honorable chairman and members of the committee, I am Harvey Lincoln, executive director of the Dade-Monroe Manpower Consortium. The consortium was established to administer activities and resources related to the Comprehensive Employment and Training Act of 1973.

It is comprised of five local governments—Dade and Monroe Counties, and the Cities of Miami, Miami Beach, and Hialeah. It serves about 1.5 million people, residing in a 2,300 square mile area at the southern tip of the State of Florida. It has a current operating budget of $18.7 million, of which $9.2 million is allocated under C.E.T.A. Title I.

It is my understanding that you are interested in observations on the relationship of C.E.T.A. to career, vocational and occupational education, based on our experience in South Florida.

The C.E.T.A. statement of purpose alludes to a "flexible and decentralized system of Federal, State and local programs" directed at providing "job training and employment opportunities for economically disadvantaged, unemployed and underemployed persons . . ."

In our case, C.E.T.A. has resulted in the development of a planning mechanism which is concerned with the broader issues of manpower planning and training in the community, including those specifically related to C.E.T.A. programs, as well as an operating mechanism related specifically to C.E.T.A. programs. We interface directly with the educational system on both the planning and operating levels.

As an example of interface at the planning level, the Manpower Planning Council—the advisory body established by the Consortium—recognized the problem of large numbers of young people leaving the formal educational system without occupational or employability skills. In our particular economy, these individuals became trapped in the syndrome of unemployment or underemployment in the lowest level occupations of the service industry.

The scope of this problem places an untenable burden on the special purpose programs, such as those under C.E.T.A., dealing with the problems of the un- and underemployed.

The Council, therefore, reviewed and endorsed a recent report relating to increasing vocational training opportunities in the secondary school system, including the establishment of six regional vocational-technical centers, and advised on specific priorities in the establishment of the centers. Further, through the Council, local government tax funds and economic development resources have been identified to establish a satellite skills training facility relating to the first priority regional center. With C.E.T.A. and local educational resources, services are already being provided in temporary facilities, demonstrating the service delivery response that can be achieved by cooperative planning at the local level.

Florida in general and the Dade County School System in particular has accepted the responsibility of serving the disadvantaged equally with all others in the community. This has meant that, for instance, instructional services for manpower program clients have in large part been provided within the framework of existing education system resources, freeing C.E.T.A. funds to support more enrollees and/or specialized services.

The Manpower Council adopted a formal policy of "maximizing the utilization of existing institutional resources", and turned to the School Board's vocational and adult education system as one primary resource.

Though a participative planning process, issues such as the interests of the special purpose non-profit client-centered organizations versus the "establishment" school system, have been largely resolved, through cooperative planning and service delivery arrangements. This could not have achieved without the positive initiative and cooperative participation of local school officials in the locally based planning process.

At the operating level, the three major areas of interface between C.E.T.A. and the school system are the skills centers, C.E.T.A. program support, and C.E.T.A. "buy-ins".

The skills centers are the primary resources for occupational skills training for C.E.T.A. program participants. Local C.E.T.A. funds are allocated primarily for enrollee allowance payments, with C.E.T.A. "112" funds and the basic school system budget providing instructional and other necessary services.

C.E.T.A. program support involves the school system providing institutional or specialized program services, such as language training, for manpower programs that require this as part of their overall program activity.

C.E.T.A. "buy-ins" refer to agreements whereby local C.E.T.A. funds are used to provide support, largely in the form of allowance payments to participants, that allow disadvantaged persons to take advantage of the School Board's cooperative education and adult vocational centers programs, in cooperation with local government and nonprofit agencies.

A full spectrum of vocational, basic and language training, either through specialized manpower or established school system programs, is thus made available to manpower program participants. The major problem that we have with this system, as you might anticipate, is that available funds are totally inadequate to support the need and demand for participation by disadvantaged, underemployed and unemployed persons in the community.

Manpower programs—previously under the Manpower Development and Training Act and currently under the Comprehensive Employment and Training Act—have elsewhere been characterized as "marginal intervention in the labor market on behalf of specified client groups". C.E.T.A. resources, in relation to the total commitment of resources related to the supply and matching components of the labor market, are indeed marginal. The creative utilization of C.E.T.A. resources, however—in establishing planning and operational linkages between educational, employment, governmental, voluntary and client systems at the local level—and in stimulating innovative and effective responses to specific local needs—can have a major effect in improving opportunities for those "most in need".

The problems of the disadvantaged cannot be dealt with in total by the educational system, the social service system, the employment service system, or any specific vertically integrated system alone. Similarly, the problems of the disadvantaged cannot be dealt with effectively at the National, State or local level alone.

The concept of a flexible and decentralized system of Federal, State and local programs, supported by the conscious and effective participation of the educational system, as well as by the employment service and related social service systems—as it has been in Dade County—does offer hope of providing more effective and responsive services to the disadvantaged in particular and the community in general.

I would be pleased to answer any questions or elaborate on any of the above points at the pleasure of the Committee.

Mr. LINCOLN. It is my understanding you are interested in my comments or observations on the relationship of the Comprehensive Employment and Training Act that you are considering based on experience that we have had in south Florida. I don't know if I will summarize or elaborate, but I will go into it anyway.

I would like to make reference to the CETA statement of purpose which specifically alludes to a flexible and decentralized system of Federal, State, and local programs, and I think the systems part of this is important directed at job training, et cetera.

In our case, the CETA legislation has resulted in the development of two major kinds of things, a planning mechanism which is concerned with CETA projects but also concerned with broader questions of education and training in the program and funding.

In the planning arena prior to CETA under the old CAMPS system, the community became aware of the problems Mr. Standridge alluded to regarding the large number of individuals leaving the school system without salable employability or technical skills. The Council took in the scope of its broader roll the concern of broader manpower needs, specifically the development of area vocational technical centers. As a specific practical step through local tax support and economic development administration funds which became available to the community, the manpower system proceeded to develop a specific skill-training facility which will be under construction shortly and about a year ago began offering services.

So through this cooperation of the planning system of CETA established pursuant to CETA and the availability of resources to initiate operations at the local level, we were able to get something off the ground which will fit in in the long run with the overall pattern of technical and vocational education in the community. In the Dade County school system the thing that seems to be unique is that we get feedback around the country that the school system has participated as a full and willing and giving partner in the CETA system in the sense that practically all instructional services are provided without cost to CETA.

As to manpower programs, the Council adopted a policy of utilizing to the fullest extent those existing manpower programs and has relied on the school board's vocational and adult education system as a primary resource to implement it. We went through a period of concern or confrontation between special interest groups and the school board with the question of, well, how can the school board handle the dropouts when they produce the dropouts in the first place. These kinds of problems have been worked out and processed through cooperative planning and through arrangements with special interest groups an effective operating system has been established.

Specifically in relation to CETA and the school system there are three major areas of interface. The skill center program which has been in operation for several years prior to CETA has been continued, expanded and improved under CETA. As I indicated, the school system provides a direct support to functional programs under CETA providing language training or other specialized services through manpower programs. Finally, with the advice of the Manpower Planning Council certain types of school system programs are supplemented with CETA resources allowing disadvantaged people to take advantage of programs particularly fitted to their needs.

The net result is a full spectrum offering of vocational, basic educational language education in a special opportunity for disadvantaged unemployed persons to participate in the benefits available to them. At one point a year or so ago manpower programs were characterized as "marginal intervention in the labor market on behalf of specified client groups." CETA resources are certainly marginal when you get into an analysis of the situation.

I guess each agency or institution or group considers its funds marginal. The creative utilization of CETA resources, however—in establishing planning and operational linkages between educational, employment, governmental, voluntary and client systems at the local level, and in stimulating innovative and effective responses to specific local needs—can have a major effect in improving opportunities for those at the local level who can benefit.

The problems of the disadvantaged individual cannot be dealt with by any one particular system, and I think this is important in the legislation that you face now. At some point the specialized efforts of the vertically integrated systems have to be brought together for the benefit of the individual. Mr. Standridge alluded to the concept of a flexible and decentralized system of Federal, State and local programs and this is commendable and we would support strengthening that.

At the same time there is the problem of coordinating these vertically integrated systems. There needs to be a strong employment system and a strong supported system in child care and so on and so forth. A forum is needed, a kind of a neutral forum which can focus the resources of all these systems on the needs of a particular individual, and we found the Manpower Planning Council concept and the coordinating concept to be effective in approaching this kind of objective in Dade County.

If there are any questions or comments, I would be interested and try to respond.

Mr. LEHMAN. I certainly have learned from your testimony. I was just thinking that if Mr. Standridge did a 100-percent job you would be out of a job.

Mr. LINCOLN. That is right. We are looking forward to that.

Mr. LEHMAN. I just wonder how much money you are getting now for your consortium out of the CETA funds.

Mr. LINCOLN. $18.7 million of which $9.2 million is allocated to the title I manpower programs.

Mr. **Lehman.** How much was that again? I am sorry.

Mr. **Lincoln.** $9.2 million allocated to title I manpower programs out of a total of $18.7 million. There has been a recent emphasis under CETA to focus on the unemployment aspects but there is a general interest.

Mr. **Lehman.** In what way do you use these funds? Are the Federal funds used any differently from the State resources?

Mr. **Lincoln.** The CETA resources are entirely Federal resources. They are supplemented by local tax dollars related to the planning process and there is a local tax allocation of about $100,000. For all intents and purposes it is a totally federally funded operation.

Mr. **Lehman.** We don't have the other Congressmen now, we have other committees they have gravitated to. We have a staff person from the Republican side that perhaps may have some questions.

Do you have any questions, Yvonne?

Mrs. **Franklin.** Yes.

You had talked before, Mr. Standridge, about the necessity for CETA funds and about the unhappiness with the fact that there was not enough money for vocational education at the Federal level. You had talked about the need for more funding at the elementary and secondary and postsecondary level. Could you address yourself to that need? I mean from the statistics which accompany your statement, about half your young people's needs are being met. Is there a possibility that you can get this money from your State legislature? What do you think the problem is? Is it a lack of willingness on the part of State people to fund you at the needed level or do you think it is the Federal Government's responsibility, or what do you think?

Mr. **Standridge.** Well, we think the State of Florida is doing an exemplary job in terms of providing the resources that are available to that State for providing occupational programs for the students but it simply is not getting the job done. We simply do not have enough dollars to get that job done. I think the Federal funds are necessary in order to do some different kinds of things and to act as more of a catalytic resource to—well, carer education is a good example. We have a terrific beginning, I believe, in Dade County and in the State of Florida in career education programs, but this year because of the budget cranch the Governor has eliminated from his budget message any funds for career education simply because the dollars in his opinion are needed in other areas. Well, we have been working——

Mrs. **Franklin.** Does that go to counselors, too? We heard they were getting more and more important at the elementary level to help these young people open up roads for themselves in conjunction with the career education.

Mr. **Standridge.** Career education right now is eliminated from the Governor's message. However, we have had categorical funds for occupational educational specialists and that is in the budget right now. Of course the whole thing could change depending on what desires are made in this session of the legislature in regard to what happens to the occupational specialists, what happens to the career education program, what happens in vocational education and so on.

The State of Florida has a new finance plan which gives additional resources to high cost vocational education programs. This is the

Florida education financed program. Where you have a high cost vocational education program, extra dollars are provided to school districts so if they choose to offer high cost vocational education programs they will be awarded or reimbursed because of that effort. Several years ago this was not the case, and the high cost vocational education program there was no additional money to run that program and the school system simply had to pay the extra cost for providing it. I think we are in about our second or third year and the State has a system whereby additional dollars are generated if it is a high cost program.

Mrs. FRANKLIN. Mr. Lincoln said that you have about $18 million from the CETA program of which about $9 million was spent on title I training programs. How much do you get, say, a year on your basic grants for voc ed?

Mr. STANDRIDGE. For the Dade County system as a result of the addition of the high cost programs that amount of money that——

Mr. LEHMAN. May I interrupt.

Talking about Federal funds only?

Mrs. FRANKLIN. Yes.

Mr. STANDRIDGE. The State has about $14 million that is used in that activity of which I think Dade County gets in the neighborhood of $1 million or maybe a little bit more than $1 million of the total amount.

Mr. LEHMAN. You get $1 million of Federal assistance funds?

Mr. STANDRIDGE. Yes. This does not include the manpower funds. It is a little bit more than $1 million.

Mrs. FRANKLIN. It sort of points up what the National Advisory Council on Vocational Education has pointed out for a good many years about our priorities in spending; does it not?

Mr. STANDRIDGE. It sure does because the State is matching local funds to a very large percentage. In fact, Dade County will be receiving approximately $42 million to $43 million overlapping funds in vocational support as compared to $1 million from the Federal support.

Mrs. FRANKLIN. Just one more question.

That critical GAO report—I have not had a chance to read all your testimony, Mr. Lincoln—it seems to address itself to the lack of cooperative effort between industry and voc ed people. Do you think that there were any justifiable criticisms in the GAO report on this business of too much building, too much money spent for construction and not enough cooperative arrangements with business?

Mr. STANDRIDGE. Well, as far as our State is concerned I have been complaining because we have not put any dollars in construction. We simply have not been using it for construction. It is being used for catalytic purposes to provide new kinds of programs, to expand existing programs and this type of thing and we have been trying to get more construction dollars for that purpose. I think the GAO report is certainly a very needed kind of report.

Now I am sure that a lot of the statements were taken from statistics that were available but there is much more that needs to be said about why are these things happening, why are certain dollars going here and not going there. I just happen to believe that in most of the states that I have had experience with that the State department of education are certainly trying to do what they think is best in the way in which dollars are being spent.

For instance, regardless of what size the district is—that is, the local system—if the attitude on the part of that local system is to not really provide a quality program for vocational education, then I don't think Federal dollars ought to be channeled to that district just on the basis they have the population. If they want to do something once they get those dollars, then I think it is competitive in that respect and I think it needs to be spent for those systems that will do some good with it.

Mrs. **Franklin**. Thank you.

Mr. **Lehman**. Let me just pursue one question and then we can sort of wrap this up unless Congressman Pressler has anything else to add.

Five or six years ago we had a high school in Miami Beach that was more or less a—they had no vocational program and about 99 percent of the kids went from that high school to the colleges and the test scores were probably the highest in the county. Then in the court order we integrated that school by sending about 600 or 700 of the inner-city schoolchildren, taking them out of a vocational school situation at Miami-Jackson and busing them to Miami Beach where they had no vocational program.

Now what you are telling me this morning is that you are now constructing a vocational wing on to the Miami Beach senior high school so that the people that we are busing in there from the inner city can have an opportunity as they had before to learn a vocational skill. Now that concerns me is what I was pursuing a minute ago. What effort are you going to make in that school to be able to put not only the inner-city kids, the disadvantaged kids into the vocational program of this new wing, but what effort are you going to make to put the young people from Miami Beach into the vocational program? If you do put them in that program, they are not necessarily going to follow the vocation in the same proportion as inner-city kids and then your percentages are going to go down and you are going to look like you are doing less of a job because some of them are not going to end up in the job market.

Do you understand what I am saying?

Mr. **Standridge**. I think I understand your concern, Mr. Lehman.

Mr. **Lehman**. That is what Dr. Sheppard was talking about.

Mr. **Standridge**. I might add just one little note here. Back in 1973 we conducted a student survey for all students in the system from the 8th through the 12th grade and the purpose of this survey was to try to determine from the students' viewpoint at that time, realizing, of course, that many students were not equipped to answer some of the kinds of questions, but one of the basic questions that we were asking the student was this: We listed 100 occupations, some of which were professional and some of which were what we call nonprofessional, did not require a 4-year college degree. We asked the student to choose the type of occupation that he would like to work in when he finished school.

This represented about 80,000 kids; 63 percent indicated that their first choice of an occupation was in the nonprofessional category. Now something has changed in the way of the image if 63 percent of the kids then were selecting occupations that were nonprofessional when about 3 years prior to that time another survey was conducted which indicated only 40 percent were interested in working in those types of occupations.

Now this did not all come about by chance. I think the labor market picture was obvious to many kids. They could see schoolteachers working as cocktail waitresses, they could see them working as clerks in department stores with advanced degrees. They could see engineers who were out of work pumping gas and this kind of thing.

Mr. **Lehman**. Well, I can just tell you, if I may interrupt you, in my district—and I had a Buick dealership there—that for the first time during the last couple of years I had Jewish mothers asking me to get their sons into the training facility at the General Motors Technical Center in Jacksonville, and these are the same mothers that used to want me to get their kids into medical school.

Mr. **Standridge**. That is right. The pendulum is swinging the other way.

I might also add, Congressman, with the input of the educational specialists and getting students with more information about careers and this type of thing it has done a terrific job in changing the kids' minds in terms of what they want to be when they go into the world of work.

Mr. **Lehman**. Thank you very much. I would encourage the panel to stay around for tomorrow because tomorrow we are going to have the diversified education people here that are going to try to tell us how well the vocational program will run if you just let the young people work part time and go to school part time.

I think, Dean, you are going to be here tomorrow for the DECCA program.

Mr. **Griffin**. Congressman, we will have all six of the student organizations represented tomorrow and DECCA is included.

Mr. **Lehman**. Good. So if you are able to stay another day, we will have a very good show for you tomorrow.

Thank you again for coming.

Mr. **Standridge**. Thank you, Congressman.

Mr. **Lehman**. It has been very valuable. If you can stay around today for a while, on the floor we will be legislating on the school lunch program and that is another way that we are going to try to assist the kids to stay in our school system.

Thank you again.

Mr. **Lincoln**. Thank you.

[Whereupon, at 10:54 a.m., the subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, March 26, 1975.]

[Information submitted for inclusion in the record follows:]

American Industrial Arts Association,
Washington, D.C., June 17, 1975.

Hon. Carl D. Perkins,
Chairman, House Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

Dear Congressman Perkins: Attached for the consideration of the House Education and Labor Committee and for inclusion in the printed hearing record on vocational education is testimony prepared on behalf of the American Industrial Arts Association.

The AIAA commends you for your unwavering support of vocational education. We wish to also express our thanks for taking time from your busy schedule to meet with Dr. Alvin Rudisill, James Good and myself on May 22, regarding the role of industrial arts and the invaluable contributions it makes to vocational education and the career education concept.

The Association strongly encourages continued and expanded federal investments in vocational education and the continued inclusion of industrial arts in all vocational education legislation as a viable educational component in: (1) assisting individuals in the making of informed and meaningful occupational choices and (2) assisting in preparing individuals for enrollment in advanced or highly skilled vocational and technical education programs.

We vigorously favor career guidance and exploration elements in new legislation for vocational education and emphasize that comprehensive state planning is essential for maximum utilization of the federal investment in meeting manpower and socio-economic needs of all people across the country.

We are equally concerned that there be a single state agency to administer and supervise state plans for vocational education (that include industrial arts) to assure program continuity between secondary and postsecondary education, to prevent unnecessary duplication of effort and to ensure program accessibility at advanced levels.

Members of the American Industrial Arts Association appreciate the interest and effort that you and the committee have shown toward improving our nation's manpower delivery system and urge favorable consideration of the positions as stated in the attached testimony.

Sincerely,

DONALD L. RATHBUN,
Executive director.

PREPARED STATEMENT OF THE AMERICAN INDUSTRIAL ARTS ASSOCIATION

INTRODUCTION

The American Industrial Arts Association (AIAA) is a nationwide professional organization of over 5,000 active members representing industrial arts teachers, supervisors, and teacher educators working on all levels in our nation's schools.

The Association was formed in 1939 for the purpose of improving instruction, curricula and personnel in the teaching of industrial arts and the Association serves as the official liaison between industrial arts and other professional, educational and industrial organizations. Through a cooperative and coordinated effort, the AIAA promotes the teaching of industrial arts at all levels of education in order to ensure maximum efficiency and continuity of educational programs and services for youth and adults.

The positions stated in this report have been studied and approved nationally through a formal review process which included two national hearings and one conference devoted to a study of the role of industrial arts in career education and vocational education. The results of these studies have appeared in several recent publications.

The inclusion of industrial arts in the Higher Education Act (P.L. 92–318) of 1965, as amended in 1972 ,under Title 2, Vocational Education, is an indication of congressional foresight and a significant adjunct to the development of a comprehensive educational system. The American Industrial Arts Association greatly appreciates the thought and effort that has gone into such support of industrial arts.

Recognizing that several parts of this act will expire on June 30, 1975, and that the committee will shortly begin writing new legislation based on input received from hearings and companion bills already introduced, we have prepared this report. The AIAA hopes it will assist you in better understanding the scope and role of industrial arts and the contributions it can make to our manpower delivery system as well as increasing individual literacy of our industrial-technological culture.

INDUSTRIAL ARTS PROGRAM

Industrial arts is a component of the total program of education from kindergarten through college, including adult education. It is the study of industry and technology. Such study provides unique opportunities for students to participate in representative experiences in the production of goods or the rendering of services through the effective use of people, methods, machines, money, management and marketing. The students examine effects of industrial technology on all elements of society and the environment in order to provide for industrial-technological understanding, application and conservation.

Industrial arts provides the student with information about the world of work and occupational opportunities in industry. It incorporates industrial experiences, both vicarious and "hands on." This type of education develops career awareness and provides experiences in career exploration.

Students are assisted in the discovery and development of personal creative technical problem solving abilities, aptitudes, interests, self reliance. judiciousness, resourcefulness and adaptability. These qualities respond to the students' personal needs for living, coping and functioning successfully in a technological society.

Specifically, industrial arts curricula consist of experiences which evolve from socio-economic clusters such as construction, manufacturing, communications and transportation. The prime focus is on student "hands on" tactile experiences which are relevant, meaningful and consistent with the identifiable needs of an individual as he/she functions within our technological society.

The goals of industrial arts education provide opportunities whereby each student will:

1. Develop insight into and understanding of industry and its place in our culture.
2. Discover and develop talents, interests, attitudes and individual potential related to the industrial-technical areas.
3. Develop abilities in the proper use of tools, machines and processes.
4. Develop problem solving and creative abilities involving materials, processes and products of industry.
5. Interrelate the content on industrial arts with other school subjects in the curriculum.
6. Develop a familiarity with a variety of careers and their requirements.

SCOPE AND SEQUENCE

Industrial arts involves a large number of teachers and students in the public school systems. The U.S. Office of Education report published in 1966, "Industrial Arts Education—A Survey of Programs, Teachers, Students and Curriculum," cited the existence of 40,000 industrial arts teachers in 1962. It indicated the 63 percent of the nation's junior high schools (grades 7, 8, 9), 67 percent of the junior-senior high schools (grades 7–12), 91 percent of traditional high schools (grades 9–12) and 66 percent of senior high schools (grades 10–12) offer industrial arts programs. The number had increased by 1970 to 51,000 industrial arts teachers reaching an estimated six million students as reported by the American Council of Industrial Arts Supervisors. It is estimated that these figures and percentages are even higher today. As many as 60,000 teachers are projected to be reaching well over eight million students in industrial arts programs in 1975–1976.

Industrial arts learning experiences related to career and vocational education begin at the earliest grades and continue through higher education in order to ensure instruction consistent with individual needs, interests, capabilities and maturity. The following levels or phases have been developed and endorsed by the industrial arts profession to guarantee development of a systematic and sequential management system compatible with the total education structure and elimination of unnecessary and costly duplication of efforts which are detrimental to the education process.

ELEMENTARY GRADES (K–6)

Self and Career Awareness.—These programs are designed to familiarize students with the many kinds of work people do and the interrelationship of such work in the production and use of work people do and the interrelationship of such work in the production and use of goods and services. In addition, students develop self-awareness in relation to various industrial-technical occupations and fields of study. Industrial arts experience infused in the total elementary instructional program encourages positive attitudes toward work and the relationship between manipulative and cognitive activities.

MIDDLE GRADES (7–9)

Career Orientation.—Career orientation programs consist of laboratory instruction which provides students with experience in the diverse kinds and stages of activities included in a broad range of industrial pursuits and levels of occupations for which special skills are required. The classroom furnishes a setting for learning various career prerequisites. Through firsthand experiences students become acquainted with the significance of changing and evolving technologies. They also gain an understanding and appreciation of work and obtain individual assistance in making informed and meaningful career selections.

INTERMEDIATE GRADES (9–10)

Career Exploration.—Generally these programs are designed to provide transitional opportunities to bridge the gap between the awareness/orientation focus and specialized in-depth study. Direct involvement in the activities allows students to select and explore individual occupations, technical concepts and competencies and thereby assess their own interest and aptitude.

UPPER GRADES (10–12)

Career Development and Beginning Specialization.—Programs in this category are designed to develop in the individual a degree of specialization and to prepare him/her for enrollment in advanced or highly skilled vocational and technical education programs.

Provision is made for instructional experiences which assist students in continuing to assess their interests and abilities—limitations and potentials—with respect to industrial-technical occupations and instill competencies that contribute to occupational success. Other instruction is made available for those who do not specialize in a technical area at this level but wish to acquire general skills and knowledge for personal and avocational use.

POST SECONDARY LEVELS

Adult, Continuing and Higher Education.—At these levels awareness and exploratory programs consist of laboratory assignments and exploratory opportunities designed for adults and out-of-school youth who may benefit from basic instruction related to industrial and technical occupations. Based upon such experience, these students obtain a better understanding of the industrial world and the profitable use of recreational and leisure time. Post secondary programs also allow for the preparation of the professionals required to develop and maintain the various program levels cited above.

RELATIONSHIP OF INDUSTRIAL ARTS TO CAREER EDUCATION

Recognizing that industrial arts has a major responsibility in refining the concept of career education, the Representative National Assembly of the American Industrial Arts Association approved the following resolution during their annual spring conference in Dallas, Texas, in the spring of 1972:

Whereas career education is currently the principal thrust of the U.S. Office of Education; and

Whereas the industrial arts profession is being called upon to participate in the development of concepts and programs of career education; and

Whereas industrial arts is a facet of career education; and

Whereas industrial arts teachers are looking to the AIAA for direction in the development and implementation of career education: Therefore be it

Resolved, That the AIAA establish, adopt, and disseminate a position paper on career education, and be it further

Resolved, That the information obtained and the material developed at the 1972 conference be considered as the basis for this position paper; and be it further

Resolved, That the position paper should be developed under the direction of the executive board and submitted to the delegates by mail for ratification; and be it further

Resolved, That after ratification the position paper be published and disseminated.

In response to this resolution, the following statements were approved by the delegates and have been widely disseminated:

AIAA'S POSITION ON CAREER EDUCATION

Career education enhances the goals and purposes of education. With respect to formal education, it is the responsibility of the total school program and includes all disciplines in the curriculum. It provides for an integrated and cumulative series of experiences designed to help each student achieve (a) increased ability to make relevant decisions about his/her life and (b) increased skill in the performance of his/her life roles.

Career education is designed to provide the skill, knowledge and understanding individuals need for their several life roles; economic, community, family, avocational, religious and aesthetic. It recognizes the centrality of careers in shaping our lives by determining or limiting where we work, where we live, our associates and all other dimensions that are significant in our life style. It is designed for all students and should be viewed as a life long process. Through the wide range of school and community resources all career horizons should be enlarged and self-awareness should be enhanced.

The career education concept is a unifying force to bring together what was formerly college preparatory, collegiate, general and vocational education as equal partners in the educational enterprise.

THE ROLE OF INDUSTRIAL ARTS IN CAREER EDUCATION

The American Industrial Arts Association recognizes that career education continues to be a high priority national issue and a major concern among educational planners and leaders. The Association also recognizes that career education involves the total school program and all discipline areas of the curricula.

Industrial arts teachers have a deep commitment to the purposes of their field and the contributions made to each individual student's effort to become a valued and contributing member of society. In the process, students attain industrial-technological literacy, occupational literacy, and satisfaction in relations to a wide range of individual needs.

Career education has similar and compatible goals of enabling a student to arrive at decisions which promote the greatest degree of compatibility between himself as a human being and the career ladder he embarks upon as a productive citizen.

The industrial arts profession recognizes that it must move positively in the direction of those national concerns to which it can contribute in a significant way.

Industrial arts must and will be a contributing force to the success of career education.

In addition to these statements, the American Industrial Arts Association and the industrial arts division of the American Vocational Association jointly participated in a task force project sponsored by the U.S. Office of Education for the purpose of developing guidelines for industrial arts in career education. These guidelines have been disseminated to all state departments of education, teacher training institutions, supervisors, administrators and individual teachers wherever possible. Specific aspects of the guidelines are being used as a basis for numerous presentations and workshops at the national, state and local levels to ensure that industrial arts educators participate wherever possible towards the attainment of the goals established for career education.

RELATIONSHIP OF INDUSTRIAL ARTS TO VOCATIONAL EDUCATION

A comprehensive vocational education system must be capable of assisting all citizens to select, prepare for and advance in occupations or careers of their choice which currently exist or are emerging.

We believe this is the intent of Congress as established through existing legislation pertaining to vocational education, and we hope that new legislation will open the avenues for expanded opportunities to fulfill the broad purposes of vocational education as it is related to the making of informed and meaningful occupational choices and preparing students for enrollment in advanced or highly skilled vocational and technical education programs. In addition, we would hope that opportunities would be provided for more creative ways of implementing programs at the state and local level which are designed to equip students for entrance into existing, new or emerging occupations.

Existing vocational legislation provides industrial arts with an opportunity to play an important role in fulfilling two of the three major goals of vocational education: (1) assisting individuals in the making of informed and meaningful occupational choices and (2) assisting in preparing individuals for enrollment in advanced or highly skilled vocational and technical education programs.

The responsibility of providing programs specifically for training individuals for gainful employment, which is the third role defined in the legislation, is not a role of industrial arts either philosophically, historically or by implication of the amended vocational acts and regulations. However, industrial arts educators do have the responsibility of establishing a close working relationship with all vocational educators and agencies to ensure a systematic and sequential management system which will present opportunities for all students to become technologically literate, regardless of lifestyles or career pursuits.

Thirty-seven states have included industrial arts in their FY 1975 state plans for vocational education, according to a joint study by the legislative committee of the industrial arts division of the AVA and the American Council of Industrial Arts Supervisors of the AIAA. Twenty-three of these states have earmarked specific amounts for a variety of projects such as in-service education, demonstration projects, state and local supervision, new program development, curriculum work, instructional materials and exemplary programs. Other states provide funds based on need and availability. Many are incorporating federal with state funds and National Defense Educational Act, Education Profession Development Act and Elementary and Secondary Education Act grants to provide a balanced support for industrial arts, but even these combinations fail to serve unmet needs

Several states, however, have industrial arts in their state plan without lending financial support, and many states have omitted industrial arts entirely. Such omission is due in large part to the fact that additional appropriations were not made available when industrial arts was included in the 1972 amendments as an integral part of vocational education.

Most industrial arts programs are supported entirely by state and local funds. Many of these programs do not measure up to the standards required to assure that a large scope of experiences and activities are accessible to students in the areas of construction, transportation, manufacturing and communications at the awareness, orientation, exploration and pre-specialization levels. Far too much inefficiency and poor program planning is taking place at the state and local levels as the result of inadequate supervision and insufficient funds for in-service training of industrial arts teachers.

The previously mentioned 1966 U.S.O.E. study stated that "current industrial arts curriculum does not even measure up to the program recommended by the profession 10 to 20 years ago." Despite the gains made as a result of the inclusion of industrial arts in the 1972 amendments for vocational education, there is yet much to be done before an acceptable program level may be reached. Because of lack of adequate funding, program growth and development has not kept pace with needs.

RECOMMENDATIONS FOR THE INCLUSION OF INDUSTRIAL ARTS IN FEDERAL LEGISLATION

To enable industrial arts to make its full contribution in any new federal legislation designed to improve the technological literacy of all individuals, male and female, and to assist them in making self-satisfying and rewarding contributions to our economy, the American Industrial Arts Association requests committee support to ensure that industrial arts programs are rendered eligible for support in all areas as outlined in H.R. 3037 with one exception:

We would like to see the term "POST SECONDARY" eliminated. (Title I: Vocational Education; Part A; General Provisions Sec. 109, (18) page 30, lines 15–16).

We feel this language is restrictive in that many students will complete programs designed to prepare them for entrance into advanced and highly skilled vocational and technical education programs and desire to enter such programs prior to completing high school. This would make the definition of industrial arts consistent with the definition of vocational education contained in Section 109(1) page 22, line 14.

In addition, we would like to emphasize our support for retaining in any new legislation for vocational education the intent of:

1. Career Guidance and Exploration.—Continuity must be ensured in order to carry out a comprehensive vocational education program which includes ample provisions for career awareness, exploration, planning and decision making programs in grades 1–14.

Appropriations should provide sufficient funds in this area for pre- and in-service training, student organizations, leadership and supervision, community observation and work experience opportunity, development of curriculum materials, purchase of equipment, supplies and resource materials and pilot and demonstration projects.

2. Single State Agency.—A single agency is needed at the state and federal levels for the administration and supervision of a state plan for vocational education. This area is an important concern of industrial arts educators as many of our students will leave industrial arts programs and move directly into post secondary programs. Without a single agency administrating both programs, unnecessary overlap and duplication of efforts takes place to the detriment of both the student and the taxpayer.

In addition, the makeup of this agency should include representation from all levels of education to guarantee that comprehensive planning and priorities reflect local, state and national manpower needs and concerns. Such planning should provide for programs and leadership for elementary grades through higher education.

3. Comprehensive Planning.—Vocational education cannot attain maximum effectiveness without adequate provision for the development and implementation of a comprehensive planning system which promises total coordination with all levels of the public school system, other public agencies, private institutions and the business and industrial community.

It is imperative that federal legislation make provisions for specific guidelines which will ensure that vocational education programs planned, developed, implemented and evaluated at state and local levels take into account specific elements such as new and emerging local manpower needs, coordination with all public and private agencies, career guidance and exploration, recruitment, staff training, placement and follow-up and continual review.

"Qualifications, Duties and Responsibilities for State and Local Supervisors of Industrial Arts," published by the American Industrial Arts Association, outlines an explicit role for industrial arts leaders at the state and local levels to affirm their involvement and assure follow-through in such planning. Our Association believes that such involvement will contribute greatly toward maximum effectiveness of federal funding for vocational education and will also contribute greatly toward long range efficiency and utilization of state and local resources.

In conclusion, the American Industrial Arts Association commends your committee for its support of industrial arts which led to its inclusion in P.L. 92-318. We ask your consideration in expanding this role in future legislation.

SOUTH DAKOTA DEPARTMENT OF EDUCATION AND CULTURAL AFFAIRS,
Pierre, S. Dak., June 4, 1975.

Hon. LARRY PRESSLER,
Congress of the United States,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PRESSLER: The testimony given to the House Subcommittee on Elementary, Secondary and Vocational Education regarding the renewal or rewrite of the Vocational Education Act, suggests that many people are advocating "refining" the categorical grants currently specified by P.L. 90-576 (The Vocational Amendments of 1968).

We believe the Vocational Education Act of 1963 as amended in 1968 has brought about the innovative as well as the catalytic change necessary over a ten year period and gives the State of South Dakota a long range program of vocational education which will meet the needs of all persons, of all ages, in all communities.

We strongly oppose innovation for innovation's sake. The proposed administration bill suggests that no more than 30% of the federal funds be used for program maintenance. If this becomes reality, it would place a severe hardship on the South Dakota Area Vocational Schools—even to the point of closure.

The Vocational Amendments of 1968 work very well in South Dakota. Enclosed is a breakdown of the percentages by purpose of the Act. The Vocational Amendments of 1968 has met and can continue to meet the need of a state with problems created by a heavy urban concentration as well as problems created by a sparse rural population.

We would suggest the Congress consider renewal of the Vocational Education Amendments of 1968 with the following recommended changes:

1. The states be required to match monies for state administration on a 50-50 basis:

2. That provisions be made so that the U.S. Commissioner may waive the constraints of the currently specified categories provided the state demonstrates its population will be better served by such waivers:

3. That funding be made available at the National and Regional level to adequately staff (with qualified personnel) the U.S. Office of Education so as to provide leadership and technical assistance as may be requested by the States;

4. Provide for funding and clearly specify the intent of Congress to share the costs of vocational training with state and local governments. All levels benefit from the trained manpower and should equitably share in the costs;
5. Maintain as a separate category of the Act, adequate funds to provide quality consumer and homemaking education within the structure of vocational education.

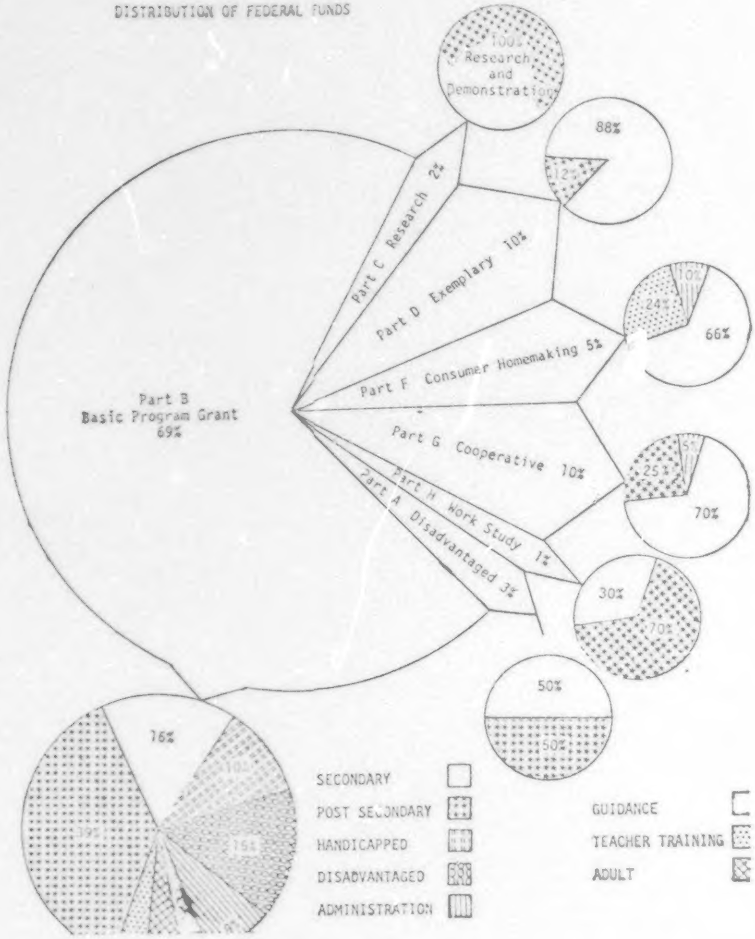
We believe that a strongly administered and funded vocational education system will obviate the alleged need for short-term "crisis" programs to train unemployed or underemployed persons. We request this letter be entered as testimony to the House Subcommittee on Elementary, Secondary & Vocational Education.

Sincerely,

E. B. Oleson,
State Director.
J. D. Mason,
Executive Director.

VOCATIONAL EDUCATION

DISTRIBUTION OF FEDERAL FUNDS



VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, MARCH 26, 1975

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education of the Committee on
Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the committee] presiding.

Members present: Representatives Perkins, Lehman, Miller, Mottl, and Pressler.

Staff members present: John Jennings, majority counsel, and Richard Mosse, minority counsel.

Chairman Perkins. The hearing will come to order.

We are pleased to have with us this morning two of our colleagues, Congressman Jerry Litton, and Congressman Bo Ginn, who have come to introduce the witnesses to our hearing this morning.

Jerry, please proceed.

Mr. Litton. It is my pleasure to introduce to this committee this morning six distinguished and talented young people, representing the six vocational student organizations, and the national coordinating council for vocational student organizations.

I am particularly pleased to see the committee hearing from these groups, because I know the tremendous positive impact they have on vocational education students. In 1956–57, I was privileged to serve as a national student officer of the Future Farmers of America. Many times I have said that the experience and the lessons I learned as an FFA member are the reason why I am serving in Congress today.

In addition, I am pleased to serve on the Distributive Education Clubs of America's Honorary Congressional Advisory Board. This has given me the opportunity to see the fine things DECA is doing for vocational education students.

Mr. Chairman, all six of these groups are to be commended for the services and opportunities they provide to students in vocational education. I know you will be interested in what they have to say.

I would like to introduce five of them, and call on my colleague from Georgia to introduce one of the other members.

I would like to introduce Isaiah Reliford, who is the president of DECA from Texas; Alpha Trivette, who represents Future Farmers of America; Rachel Fabela, who represents the Future Homemakers of America; Reuben Fordahl, who represents the Office Education

Association from Minnesota; and Debbie Stigall, who represents the Vocational Industrial Clubs of America from Kentucky.

I will ask my colleague, Bo Ginn, to present one of his constituents.

Mr. GINN. Thank you very much, Mr. Chairman. I want to echo what my colleague from Missouri, Jerry Litton, has said about this outstanding panel of young adults that we have here with us today.

It is my distinct pleasure to present to you, and the committee, Mr. Chairman, a young man by the name of Jones Hook, who lives and resides in Metter, Ga., the congressional district that I am very honored to represent.

Jones Hook is the only man in the country ever to serve as national president of FBLA and also president of Phi Beta Lambda. We are extremely proud of him. He has served as a summer intern in my office. I have the belief that some day he is going to be Governor of our great State of Georgia.

Chairman PERKINS. The first witness that we have on the panel is Mr. C. Jones Hook, national officer of the Future Business Leaders of America.

Go ahead, Mr. Hook.

STATEMENT OF C. JONES HOOK, NATIONAL OFFICER, FUTURE BUSINESS LEADERS OF AMERICA

Mr. HOOK. Mr. Chairman, my name is C. Jones Hook, and I am from Metter, Ga., as Congressman Bo Ginn has already stated, and I represent Future Business Leaders of America, a national organization

Since I have already submitted my remarks for the record, I will just briefly summarize them.

Chairman PERKINS. Without objection, all the statements will be inserted in the record.

[Statements referred to follow:]

PREPARED STATEMENT OF C. JONES HOOKS, NATIONAL OFFICER, FUTURE BUSINESS LEADERS OF AMERICA

My name is Jones Hooks from Metter, Georgia, and I represent the Future Business Leaders of America—Phi Beta Lambda Organization.

During the past eight years I have held several local and state offices, including president of the Georgia State Chapter of FBLA and PBL, and I am the only student to ever be elected national president of both FBLA and PBL.

Presently a senior at the University of Georgia, I am serving my second term as president of the Eta Beta Chapter of PBL.

As a direct result of my involvement in the organization, I have had many unforgettable and invaluable opportunities. I have been a summer intern at The White House, as well as for Congressman Ronald "Bo" Ginn from the First District of Georgia.

I have also traveled in over 25 states and written over 5,000 letters as an active member.

However, the most important opportunities a vocational student organization can provide its membership are those which help to develop them to their fullest potential in their chosen career.

These organizations provide activities and experiences which go beyond formal classroom training in order to give the students a first-hand look at their future career and experiences which will enable them to be effective members of society.

It has been a distinct and very real privilege to be associated with this organization, and I feel that on a practical level, it has something to offer each member.

Future Business Leaders of America is the national organization for all high school students enrolled in business and office programs. The organization operates as an integral part of the school program under the guidance of business teachers, state supervisors, school administrators, and businessmen.

Phi Beta Lambda is the national organization for all young adults in postsecondary institutions enrolled in business and office programs. Today, there are 6,000 chartered FBLA and PBL chapters throughout the United States and surrounding territories with a total student membership of over 120,000.

Local and state chapters of FBLA and PBL operate under charters granted by Future Business Leaders of America—Phi Beta Lambda, Inc. Each chapter adopts its own constitution, but conducts projects and programs within the framework of the national organization.

FBLA-PBL operates in cooperation with the U.S. Office of Education and the National Business Education Association. It is on the approved list of National Association of Secondary School Principals.

The activities of FBLA and PBL provide an opportunity for business and office students to prepare for business careers.

Members learn how to engage in individual and group business enterprises; how to hold office and direct the affairs of the group; how to work with representatives of other youth organizations; and how to compete honorably with their colleagues on the local, state, and national levels.

Members can participate in annual state and national conferences and leadership workshops, visit other chapters and business and industrial enterprises, and come in contact with a number of successful businessmen and women.

Selected activities and supervised projects involve students in cooperative school-community-business tasks on the local, state, and national levels.

PREPARED STATEMENT OF ISAIAH RELIFORD, PRESIDENT, DISTRIBUTIVE EDUCATION CLUBS OF AMERICA

Good morning Mr. Chairman and Committee Members. My name is Isaiah Reliford. I prefer to be called Ike, however, as many people mispronounce my given name. I was born twenty-nine years ago, July 9, 1945, in Hope, Arkansas. Presently I live in Garland, Texas. In 1968 I met and married my wife Lynne and we currently have two mischievous children, Rhonda, age five, and Michael, age four.

After spending three years in military service, serving in Germany, Viet Nam and at the Pentagon, I began working for the Federal Government as a civilian. After eight years, I realized that I was not properly prepared to get where I wanted to be in the world of business, and I decided to take courses in a Mid-Management program at Texarkana Community College in Texarkana, Texas.

I did not realize then, however, that a very important part of my life was to begin, for in September 1973, I joined (DECA), the Distributive Education Clubs of America as a part of that vocational education program. Seven months later I successfully ran for the office of Texas State President of our State Junior Collegiate Division of DECA, and then later I campaigned and was elected National President of Junior Collegiate DECA.

DECA is a motivational and personal development organization for students enrolled in Distributive Education, one of the several major curriculum areas of vocational education. Distributive Education teaches marketing, merchandising, and management. It prepares students for successful careers in a host of related marketing and management positions. Where possible DE is a cooperative program of learning, with students attending classes in the morning and working in the afternoons in a local business establishment. Although some states offer DE beginning as low as grade 9, it is ideally suited to junior and community colleges and to juniors and seniors in high school.

DECA then is the student activities organization which goes hand in hand with Distributive Education. In the classroom students form a DECA Chapter with their teacher serving as Chapter Advisor. The students also elect officers. The DECA Chapter provides the teacher with a teaching tool not only to develop the student's understanding and skills in marketing and merchandising, but also to develop the student's civic, social, and leadership awareness. Through competitions and projects the DECA Chapter serves to motivate the students, to strive for personal achievement and the Chapter activities also help to develop an appreciation for the free enterprise system and the free market place.

DECA Chapters are to DE students what civic and professional organizations are to many businessmen. Chapter activities are considered to be an integral part of the total educational program because they develop vocational understanding, professional attitudes, better citizenship, leadership qualities and civic and social growth of the individual. For example, a Chapter may decide to raise funds for a local hospital or community center. Like other groups, the funds may be raised through a candy sale or other similar methods. But because of our marketing orientation, the sale becomes a learning experience for the DECA members. Some students are assigned advertising and publicity responsibilities, others are assigned sales and distribution activities, other are assigned inventory and financial responsibilities. All members are given a task which relates to their classroom instruction and this activity is turned into a "hands on application" of classroom principles. It is not uncommon for DECA Chapters to conduct other civic projects such as BICEP, our bicentennially sponsored environmental clean up program. "Get Out the Vote" efforts are another of DECA's regular civic programs. Chapter activities are always centered in the school and give the DE coordinator a teaching tool to create interest in all phases of marketing and distribution, as well as to develop the individual's community awareness and personal motivation. DECA is an unusual combination of education, free enterprise, personal motivation, individual achievement and social responsibility.

The local DECA Chapters are organized into State Associations in 50 states, the District of Columbia, and Puerto Rico. Nationally DECA has over 166,000 members in more than 5,000 schools. Our members are organized into five divisions: High School, Junior Collegiate, Collegiate, Alumni, and Professional. As a nonprofit organization without federal operating support, our student members pay dues to belong to DECA. These dues in addition to contributions from major retailing corporations like Montgomery Wards, J. C. Penney, Firestone, Pepsi Cola, and others who form our National Advisory Board, provide us with our operating budget. In each state, the State Directors of Distributive Education, or his appointee, serves as the DECA State Advisor to coordinate our program and activities. Some states allot additional personnel and resources, and therefore have stronger programs.

The primary value of a DECA membership is career development. DECA's nationwide competition in all phases of marketing and retailing serves as an incentive for the students to increase their sales and marketing expertise. The many companies and corporations of our National Advisory Board help open career doors for many DECA students. The Winn-Dixie chain located primarily in the Southern states estimates 46% of its employees have a DECA-DE background. I believe DECA members begin their careers with an extra edge on their fellow students because of these additional experiences and personal development.

Through DECA I have gained experiences that I could never have had through any scholastic program in any college or university. My experiences not only included meeting people from every state. But they gave me a chance to better understand our political system and the workings of our State and Federal Governments. I have met with President Ford, with Congressmen and Senators to discuss the impact of education upon our society, experiences I will always be grateful for.

I am not trying to belittle any formal education I have received but I fail to see where I could really benefit from the classroom instruction without the contributions DECA has made to my personal life and to my educational growth.

As you may gather from my remarks, I am very fond of DECA. I feel somewhat cheated that I was not introduced to it at a much earlier age. How many opportunities have I missed?

I sincerely hope DECA and the other student organizations can be made available to other students who desire the chance to advance themselves through their programs and activities.

It is a distinct honor for me to be here this morning and I want to thank the Committee for giving me this opportunity.

PREPARED STATEMENT OF DEBRA STIGALL, REGION THREE VICE PRESIDENT, VOCATIONAL INDUSTRIES CLUBS OF AMERICA

Chairman Perkins and Members of the Subcommittee on Elementary, Secondary and Vocational Education: My name is Debbie Stigall and I serve as Region Three Vice President for one of the six vocational student organizations, The Vocational Industrial Clubs of America. Recently, I graduated from the Paducah Area Vocational Center in Paducah, Kentucky and now I am a licensed cosmetologist and work full time at the House of Glamor in Wickliffe, Kentucky and am a wife and mother. In September of 1973, I began taking cosmetology classes at night, later completing my training as a full-time post secondary student. Since VICA is the student organization which serves trade and industrial technical and health occupations students, I became interested in VICA, joined, served as a local officer, and now as a national officer.

Mr. Chairman, I do not pretend to be an expert on vocational education. However, I consider it to be my good fortune that I became enrolled in vocational training and had the opportunity to participate in VICA. I was fortunate to have a teacher who was both skillful as a cosmetologist and realized the importance of leadership development. As I developed as a cosmetologist, through VICA I learned to work with my fellow students, plan, organize, and to be a more effective speaker. Since I have been employed, I have found these skills to be most helpful. In my particular classroom, skill development, citizenship, and leadership went hand in hand. This is signified by this American VICA Degree Patch which I wear today. In order to earn this degree, I was required to become involved in my community, to learn a series of leadership skills, to plan and organize in order to progress in my chosen career. Also, I was interviewed periodically by my Vocational Industrial Club Advisory Council, comprised of business representatives from my community.

On May 8 of this year, VICA will be ten years old. This year we will have 200,000 VICA members and we are proud to say that this year VICA enrolled its one millionth member, Diane Sutton from Scarlet Oaks Career Development Center in Cincinnati, Ohio. She is a health occupations student. VICA provides incentives for students so that we might achieve excellence in our personal career. The Achievement Program, which I described earlier, is one such incentive. Another incentive is the VICA United States Skill Olympics which consists of 24 different occupational skill contests and 8 leadership contests. These contests range from bricklaying and other construction trades, to industrial electronics, drafting, welding, practical nursing, and dental assisting. It is the competition and the winning of gold, silver and bronze medallions at all levels—local, state, national—and now even international—that provide the incentive to work a bit harder.

Our organization consists essentially of two major divisions, one serving students enrolled in high school vocational programs, and the other serving students at the post secondary level. Students form clubs with the assistance of their teachers within the school and organize activities as an essential part of classroom activities. Each club is chartered by a state association. Presently, VICA has 48 chartered states and territories, although five of these are inactive. VICA is dependent upon state departments of education for leadership to organize and conduct state level activities. Without the opportunity to participate in state level activities, I would not have attained an officer position at the national level. State activities are a vital link between the local club and the national organization. National VICA is administered by a board of directors consisting of adult representatives from the State Departments of Education, United States Office of Education and American Vocational Association.

Although VICA has grown rapidly since its founding in 1965 and although there are many thousands of students who have been served well like myself, there is much more that must be done. I am dismayed that many thousands of industrial education students have not had the opportunity to participate in VICA. You might be interested to know that for every one student who has the opportunity to participate there are nine others who do not. VICA is reaching only approximately 10% of its potential due to a reluctance and lack of interest on the part of vocational educators to offer the opportunity to their students. This is true of all the other student organizations, but is more acute in VICA.

I present for your consideration some facts about our growth and some roadblocks to this growth.

GROWTH

VICA grew dramatically during its first few years—1965–69 at approximately 50% annual growth.

Recent years (since 1969) growth has averaged 20% annually.

1973–74 had a 18% growth.

VICA serves 48 official state and territorial associations. Wisconsin and North Dakota became new state associations last year.

VICA is still only serving 10% of its potential.

Although the need of vocational student organizations for post secondary students, membership growth in this area indicates a definite need. In the last three years, growth has averaged 38% annually.

ROADBLOCKS TO GROWTH

Lack of full-time State VICA Directors on State Department of Education Staff.

Teacher educators are not fully involved, thus teachers are not trained.

Lack of commitment in both federal and state laws thus a lack of commitment by administrators at the state level.

Inadequate number of staff at the national level for materials development, promotion and training.

Finally, I wish to call to your attention our commitment to serve *all* students enrolled in vocational, industrial, technical and health occupations education. VICA does not have accurate information on the number of disadvantaged, handicapped, inner city or minority race youths that are being served. It has been the philosophy of VICA not to segregate but to integrate youth into its total program. Blacks have been successful on a regular basis in competition for VICA's highest offices.

On behalf of my organization, I wish to thank the committee for this opportunity to express my opinions of vocational education and the vocational student organization which serves me—VICA.

PREPARED STATEMENT OF RACHEL ANN FABELA, NATIONAL OFFICER, FUTURE HOMEMAKERS OF AMERICA

My name is Rachel Ann Fabela, National Officer of the Future Homemakers of America. I am from San Francisco, Calif., where I attend Balboa High School. I appreciate this opportunity to offer to you some insight on a Vocational Student Organization, namely the Future Homemakers of America (FHA).

FHA's main purpose is to help youth assume their roles in society through Home Economics Education in areas of personal growth, family life, vocational preparation and community involvement.

FHA has proven to be an integral part of the Home Economics Education curriculum that operates through our school system.

Members of this organization are provided opportunities at national, state, and local levels for student initiative in carrying out projects. Many of these projects are based on the usage of Program Action Impact, which has proven to be a progressive approach to learning. This program was developed for FHA and HERO members to carry out in-depth projects based on their concerns and interests.

We emphasize the personal growth aspect of the individual and a desire to work toward change rather than toward a symbol of recognition, award or a status. It is much more rewarding for the individual to gain a substantial amount of personal growth through this organization, which in turn creates good job attitudes. It has been proved that the problems involving employees is not with poor job skills, but rather with poor job attitudes. I myself feel that I have gained a tremendous amount of personal growth through my affiliation with this organization.

It is important to realize that we are supported solely by membership dues. A dues paying member contributes a $1.00 for national membership dues. This one dollar enables national representatives to voice the opinions of the ½ million members of our organization before you today, and at various national level conferences of other organizations. It also enables our national staff to generate innovative programs, train our youth leaders, produce FHA/HERO publications and promote our organization through commercial magazines, newspapers, radio and TV.

By being listed specifically in the upcoming legislation we would avoid the misinterpretation of connecting our vocational student organizations with other established youth groups. Thus, overcoming the problem of identity which we as an organization face, and also encouraging the support of State Departments for our programs and activities. The following points clearly state why we should be listed separately:

1. There are only six Vocational Education Student Organizations currently that function as an integral part of the Vocational Education program.

2. The Policy Statement of the U.S. Office of Education identifies by names these six vocational organizations. Thus to include them in the legislation would be in keeping with this policy.

3. It provides recognition to these youth groups as educational tools that function as a part of Vocational Education.

4. It clarifies what the legislation means by "Vocational Student Organizations," thus preventing misinterpretation by other established community youth groups seeking aid by showing that the intent of the legislation is referring to student organizations that are within the Vocational Education structure.

With effective support at the state level, I feel that a greater amount of well-trained students for job opportunities will be the products of our organizations. Without this support we are limited in the amount of training which we can provide to our members.

It may be somewhat foreign to many of you to the well-qualified preparation for employment Vocational Student organization members receive. This country for some one hundred years has operated on the vocational trades which our organizations provide to it's members for future life.

A branch of the Future Homemakers of America is HERO. (Home Economics Related Occupations). While FHA chapters place their major emphasis on consumer education, homemaking and family life education, with exploration of jobs and careers, HERO chapters place major emphasis on preparation for jobs and career with recognition that workers also fill multiple roles as homemakers and community leaders.

The impact of our program has been very effective in both urban and rural schools. Coming from an urban school, I feel that the preparation of students in vocational youth organizations is very strong. For example, in the Dallas Unified School District, students have worked effectively with a member of our national staff in producing a series of films to bring across a message to the members of our organization, from an urban school view.

In regard to the recent GAO (General Accounting Office) report, it is stated that too much money is being held back at the state level for the administration of vocational education programs. What isn't realized is that these programs do in fact become beneficial to the students of the Vocational Student Organizations. These administrative funds do in fact become crucial to our national staff in developing the curriculum of our program at the state level of our organization. The criticisms of this report offer a distorted picture of the Vocational Education program.

The benefits of Vocational Student Organizations, like the Future Homemakers of America are numerous to it's members. I feel that the following advantages are proof positive of the value of our program:

1. We as members have a voice in the direction taken by our organization.

2. By intergrating our programs into the classroom a larger emphasis is put on career education, which creates total student development, thus, strengthening our program.

3. FHA aides in the development of leadership and responsible citizenship.

4. FHA provides us with a knowledge of Home Economics Careers in such areas as advertising artists furniture designer, dept. store buyer, college teacher, interior decorator, and dress pattern designer.

5. We as individuals have been given the opportunity to achieve a status of personal growth through our organization. The choice is ours to make. I feel that I chose wisely to grow through my organization, personally. With this great emphasis on personal growth comes members who can effectively plan, work, and take pride in our accomplishments.

Prepared Statement of Reuben G. Fordahl, Jr., National President, Office Education Association

Mr. Chairman and Distinguished Committee members: On behalf of the over 50,000 students involved in the Office Education Association I am delighted to offer testimony before these proceedings.

HISTORY AND ORGANIZATION

The Office Education Association (OEA) is the youngest of the six nationally affiliated student vocational organizations. We were chartered in the State of Wisconsin in 1966. OEA is a voluntary co-curricular activity serving to enhance the educational experiences of students enrolled in vocational programs in high schools, post-secondary vocational institutes and community colleges, and four year programs for teacher educators. This is accomplished through four divisions: secondary, post-secondary, collegiate and alumni.

Membership is without regard to race, creed, or national origin. Activities are sponsored in educational, professional and civic areas. These activities are designed to develop leadership abilities, interest in the American business system and competency in office occupations within the framework of vocational education.

In order to belong to an OEA affiliated club a student must have established a career objective in office occupations and be under the direction of a vocationally approved teacher.

Local chapters function as an integral part of the instructional program. These chapters are usually affiliated as a state association. State and regional conferences are encouraged on a self-supporting basis.

It should be stressed that any existing or emerging youth group which demonstrates how it will meet state vocational education requirements may participate in the OEA federation or "umbrella". The state may apply for membership in OEA if the programs are reimbursable within the state.

The purposes of OEA are to:

(1) Develop student leadership.

(2) Improve poise, sociability, attitude and tact.

(3) Develop vocational competence in office occupations.

(4) Promote better understanding at local, state and national levels.

(5) Promote student ambition for useful purposes.

(6) Learn to plan effectively.

(7) Develop an enthusiasm for learning and for remaining knowledgeable in the office field.

(8) Develop confidence and a spirit of competition.

(9) Learn to get along with others.

(10) Develop loyalty through esprit de corps.

(11) Understand and promote business.

The OEA program is designed to benefit the student, the school and the community. Competitive events are an important part of OEA's emphasis on occupational competency.

Administration within the OEA is accomplished through the Board of Directors, the Executive Director and his staff, and the Students Executive Council. The Board of Directors is composed of representatives from all facets of office occupations, teacher educators, state supervisors, businessmen and other interested people.

The 13 national officers are elected annually for one year terms at the Spring Leadership Conference.

At present there are 17 OEA state associations and over 55,000 members. This represents a composite growth rate of 36.7% per year since 1968, when only 7,000 members were enrolled. Since it is projected that by 1980 some 30.7 million office workers will be needed—there is every reason to believe that membership will continue to grow at a substantial rate.

As OEA has grown it has continually re-evaluated its role as a tool to be used by the vocational student, and has responded appropriately. New programs, or divisions have evolved to serve the membership most efficiently.

Comments Relative to Proposed Vocational Education Amendments, 1975—H.R. 3037

In general the amendments proposed in H.R. 3037 seem pertinent and are welcomed by the OEA.

Sec. 133. Our understanding of this section is that it will expand on the state's authorized uses of Federal funds to include support of Vocational Education student organizations. *Recommendation:* We feel that in so far as the six VSO's have been recognized by the U.S. Commissioner of Education as "an integral part of the instructional program", and further, that this policy statement has been distributed to all state vocational agencies; we recommend that the six VSO's be named specifically within the law.

Sec. 14[illegible]. The appropriation of $24,000,000 for use in job placement and follow-up studies is indeed a welcome one. In many states this task has been relegated to the point of inefficiency. *Note:* It is feasible that in the future the VSO's could be involved actively in the job placement field. Assisting the local schools by providing not only a well-rounded worker, but aid in developing résumé files, contacts within business and industry, and eventually a reputation for providing a well-trained, well-prepared worker for the potential employer of the future.

Sec. 106. This section amends the present law in the appointment of members to the National Advisory Council on Vocational Education by insuring an appropriate cross-section exists relative to sex, minorities and geography.

Recommendation: We recommend that this section further stipulate that at least one of the 21 members of the NACVE be an active ***national officer*** of one of the six VSO's on a yearly rotating basis.

We further recommend that this apply to *SEC. 107.* dealing with State Councils on Vocational Education by including a *state officer* of one of the six VSO's on a yearly rotating basis.

SUMMARY

As one of the six Vocational Student Organizations actively involved with vocational education we desire to expand our role as an integral part of the instructional program. Through leadership development, and occupational competency we desire to assist school administrators and legislators in providing an adequately trained, professional and motivated work force. We earnestly support continued Federal funding of vocational education programs and concur with the Vocational Education Amendments of 1975, as proposed in H.R. 3037. We sincerely hope that recommendations contained in this report be considered on their merit. We are grateful for the opportunity to provide input to the legislative process.

PREPARED STATEMENT OF ALPHA TRIVETTE, NATIONAL PRESIDENT, FUTURE FARMERS OF AMERICA

Mr. Chairman and Distinguished Committee Members:

BACKGROUND/OVERVIEW

The first Federal Legislation, passed in 1917, placed emphasis on the development of occupational competencies in Agriculture. However, a need became evident to include activities for students that would also stimulate greater interest in their chosen occupation and provide activities that would develop well-rounded individuals who were better able to establish themselves on the farm and in the community as financially successful, responsible citizens and trustworthy leaders. This "sparked" the efforts of early pioneers in Vocational Agriculture to organize the Future Farmers of America in 1928. FFA members are self confident, possess positive attitudes, take pride in their chosen occupation, and are recognized for their outstanding achievements in agriculture and personal development.

Federal Legislation, passed by Congress in 1963 and in 1968, authorized the broadening of the instruction in Vocational Agriculture to include "off-farm" occupational training for all students interested in an agricultural career. Therefore, it has been necessary to modify all FFA activities to assure harmony with the instructional programs to fulfill the needs of both students and emerging agricultural occupations.

CURRENT STATUS

The U.S. Office of Education maintains close working relationship with the FFA through Vocational Agricultural Education Programs. Mr. H. N. Hunsicker, Education Program Specialist, Agriculture and Agribusiness Occupations, serves as National FFA Advisor. The FFA Program Planning and Development Division of the National Organization is coordinated by the National FFA Executive

Secretary. Four full time experienced professionals, employed and paid by the FFA, devote full time in providing services to the 50 State Associations (including Puerto Rico). The result has been a positive influence on the instructional programs in Vocational Agriculture and helping FFA members achieve occupational objectives and develop personal competencies.

A Board of Directors, composed of five USOE employees and four elected State Supervisors of Agricultural Education, serves as a legal agent for the FFA. It sets policy and gives direction to the organization. The Board operates under a Federal Charter (P.L. 81–740) granted by the U.S. Congress in 1950.

A. Major accomplishments

1. *Membership* has increased from 443,041 in 1968 to 465,180 in 1974. This figure is 72.9% of the total enrollment in vocational agriculture. FFA is currently the largest student vocational organization.

2. *Minority* groups, both girls and blacks have exemplified outstanding personal qualities and many have received honors on the local, state and national levels. Our National FFA Supply Service in Alexandria, Virginia, sold 102,000 FFA jackets last year alone, and was continually backordering girls' jackets. Indians and Spanish Americans are included in FFA membership.

3. *Growth in Urban Training.* One of the reasons for the dynamic growth in membership is the increase in urban FFA chapters. Of the 50 largest cities, 49 have FFA Chapters. Los Angeles, for example, has 38 FFA chapters in Los Angeles and Orange Counties. Philadelphia, Pennsylvania, boasts of the largest chapter in the Nation. John Bowne High School in New York City also offers extensive agricultural instruction. Their training is thorough and includes such phases of agriculture as horticulture, agricultural mechanics, forestry and wildlife, landscaping and turf management, agriculture placement, floriculture and small and large animal health care, as well as production. I had the opportunity to visit the John Bowne FFA Chapter in Queens. They provide placement for their students on farms in upstate New York for summer employment. This further enhances their practical experience in agriculture. These and other urban vocational agriculture departments have created the stimulus for many young Americans to involve themselves in the agriculture industry.

4. *Handicapped.* An experience which proved both sad, as well as heart warming was a visit at the Rosemary Kennedy School for the Mentally Retarded in New York City. The instruction in ornamental horticulture provided these retarded students a means of developing trainable skills and involved them in such activities as school beautification through the FFA's Building Our American Communities program. Florida also has instructional programs for mentally and physically handicapped. Of course, not all are employable, but all are provided the basic training to become active, productive citizens.

5. *Teacher Education.* The strength of the Future Farmers of America is that it is a part of the instruction of vocational agriculture. The teacher of vocational agriculture, therefore, serving also as the FFA advisor has an opportunity to motivate young people. The student-teacher relationship is shared by none other in the educational system. An agriculture teacher's responsibilities do not end with the final bell at 3:00 p.m. Adult classes, contests practice, special meetings and periodic visits to each member's home takes a great deal of the little "free" time. I know, because my brother, Randy, is a teacher of vocational agriculture in Spotsylvania, and I will finish in agricultural education from VIP & SU with intentions of teaching.

Efforts are continually being made to upgrade the quality of instructors. Thrust '75 is a program by the National FFA Officers and Staff at 34 locations across the country. This program is designed to more fully incorporate FFA activities and training in teacher training institutions of vocational agriculture. Other new innovations will also be discussed to keep state staffs informed of the changes. It is also an effort to encourage agricultural education as a career for young people. This is a need that has been created by a shortage of instructors over the years; approximately 1,100 last year alone. Five hundred agriculture departments were closed in 1973 for this reason. We are in hopes that Thrust '75 will solve many of these problems. This will mean a strengthened program to prepare students for careers in every phase of agriculture. As students of vocational agriculture and members of the Future Farmers of America, we are preparing for exciting careers in America's largest industry—agriculture. Entrepreneurship is a necessary skill vital to the success of any democratic nation.

Through classroom instruction and practical experience, students are learning to make responsible managerial decisions affecting not only their production agriculture/agribusiness programs, but the entire industry of agriculture as well. We are making strides to venture into new and alternative agriculture techniques and practices which will further increase the efficiency and productivity of American agriculture.

6. *Identity.* The problems of individual identity for youth is definitely not a problem restricted to the inner city urban area. There is as much need for the personal development of skills and attributes of young people so they may attain a personal identity in my home town of Ladysmith, Virginia, as there is in New York City, Philadelphia and Los Angeles. Vocational education and vocational student organizations are a significant step forward in a young person's quest to find individual identity for they are skill developers, personality builders and motivational factors. As was pointed out on the "Today" Show on NBC just this past Monday, Future Farmers are the leaders in striving to feed the world, keep food prices as low as possible to consumers. While making all phases of agriculture profitable for producers, processors and marketers. These goals are vital elements in our battle to revive the economy while at the same time preventing isolationism. As previously mentioned, our program is in 49 of the 50 largest cities in the country, and is providing training to women, minorities and the handicapped. The industry of agriculture is the Nation's largest industry and we feel the great industry of agriculture has unlimited job opportunity for well-trained people.

However, the only area of vocational training for young people in the Nation's largest industry—probably America's most important industry—the first area in vocational education (1917), the vocational discipline with the largest vocational student organization, the discipline whose student organization was cited by President Ford as "a fine organization of tremendous young people" before a joint session of Congress, the discipline whose student organization's convention is the world's largest student convention and was the site of a nationally broadcast speech by President Ford in October, the discipline that has one of the highest percentages of employment relative to vocational training in all of vocational education, feel that just as we provide individual identity to the young people in our program, we desperately need identity for our program in this vital Bill.

Mr. Hook. I will briefly summarize my statement at this time.

I have been an active member of the FBLA–PBL organization for the past 8 years. During this time, I have had the opportunity to serve in several different areas, such as local and State offices, including president of the Georgia State chapter of FBLA and Phi Beta Lambda.

As Congressman Ginn has already mentioned, I did serve as the national FBLA and PBL president. So, I am very aware of the different programs of our organizations, and of the benefits of the various programs.

At the present time, I am a senior at the University of Georgia, and I am serving my second term as local president of the Eta Beta chapter at the University.

As Congressman Ginn mentioned, I did have the opportunity, as a direct result of my involvement in the organization, to serve as a summer intern for him, and also as a summer intern at the White House.

Also some of the opportunities I have had during my active membership in the organization include traveling in over 25 States and writing some 5,000 letters concerning the activities of the organization. Of course, these experiences are unforgettable and invaluable to me.

However, the most important opportunities a vocational student organization can provide its membership are those which help the membership develop their fullest potential in their chosen career.

These organizations go beyond formal classroom training, and that is the reason they are so important to the students of today. They provide a firsthand look at the experiences that will face the students in the future, and a look at society as it will be in the future.

It has been a distinct and very real privilege for me to be associated with this organization, and I feel that on a practical level, these organizations have something to offer each member.

Future Business Leaders of America is the national organization for all high school students enrolled in business and office programs. Phi Beta Lambda is the national organization for students enrolled in postsecondary institutions in business and office programs.

There are over 6,000 chartered FBLA and PBL chapters throughout the United States today, and we have a total membership this year of over 120,000.

As I have already stated, FBLA–PBL chapters do operate as an integral part of the education experience of the students enrolled in these programs, and who are voluntary members of our organization.

The activities of FBLA and PBL are meaningful activities. These include such things as State, local, and national leadership conferences; competitive events; and meeting with business and industry leaders on several different occasions during the year.

All of the activities of the organization focus for the main purpose of developing a true leader in the chosen occupation, and in our society in the future. These are just a few of the reasons I feel this organization is very important to the total education program of students today.

I want to thank you for allowing me, and the other representatives this morning to testify before you, and assure you that if we can ever be of any assistance to you or the committee, we will be happy to do so.

Mr. MOTTL [now presiding]. Thank you very much, Mr. Hook. We appreciate your fine statement.

Next to address the committee will be Mr. Ike Reliford, president of the Distributive Education Clubs of America.

STATEMENT OF IKE RELIFORD, PRESIDENT, DISTRIBUTIVE EDUCATION CLUBS OF AMERICA

Mr. RELIFORD. Thank you, Mr. Chairman, and committee members. My name is Ike Reliford, and as stated I am the national president of the junior collegiate division of the Distributive Education Clubs of America—DECA.

Something happened on the way to the committee, and even though I have a prepared statement, I thought that the best thing that I could do, would be to relate to you, the committee, what experiences I have had with DECA, and the vocational students organizations.

I am married, and I am 29 years of age. I graduated from high school in 1963 in Hope, Ark., which was not the best place in the world to graduate from high school, because the education that I received was not quite comparable to the educational standards elsewhere.

Something happened to me a little later on in life. First of all, after I graduated from high school, I moved to Kansas City, Mo., and from there I entered the military service, and I was in the service for 3 years.

One of those 3 years was spent in Germany, another in Vietnam, and then I spent some time here in Washington at the Pentagon, I really learned from that experience. While in the service I received a sort of vocational education training. That training was in communications, and I was in the Signal Corps.

Through this vocational education training, I began to believe a little bit in myself. But then I realized, a little later on in life, that I was not quite prepared to enter the business world the way I thought that I would be able to, or should be able to.

So, I enrolled in a midmanagement program at Texarkana Community College in Texarkana, Tex. When I enrolled in that program, I did not realize that a very important part of my life was about to take place.

When I enrolled in the program, a student organization was particularly active in that college, and that student organization was Distributive Education Clubs of America.

When I heard about the club, I thought, well, this is a club just like any of the other clubs I have been affiliated with. It is not going to do anything. It is not going to give anything to me personally. I am not going to receive the leadership development, or the specific training that I need to successfully compete in life. But, I was surprised. I was thoroughly surprised.

As a matter of fact, about 7 months after I first joined this student organization, I was encouraged to run for a State office, and I was elected State president of Texas State Junior Collegiate Division of DECA. A few months later I was also encouraged to run for the office that I presently hold, and I was successful there.

The confidence that I gained from running for National and State office is an experience in confidence that I can never forget. That is something that a person cannot receive through instructional programs.

I have had an opportunity to meet with businessmen locally, and statewide. I have shared the experience that they have had in their attempts to be successful in business. I have also had DECA supply me with leadership ability. They teach me about civic responsibility. They teach me the social understanding that I must have to compete in society. Above all, the vocational aspects of the organization really teach me the importance of being competent, and give me knowledge that I must have to enter the competitive enterprise system.

I talk a lot about DECA and what it has done for me. I am pretty excited about it. I feel kind of sad that I was not able to get this type of training when I was in school, prior to 1963.

I have tried to take advantage of the opportunities that DECA offers now. DECA, like FBLA, has a record. It has a record of growth. It has a record of providing future leaders for marketing and distribution. It has a record for instilling leadership traits within individuals.

I would like to talk a little bit about the membership growth. In 1947 DECA had a national membership of 493 members. It has grown today to over 166,000 members, which I think is fantastic. Nothing grows unless it is contributing something to the understanding, and the personal and educational growth of individuals and students throughout the country. To me, that is the biggest thing that I have received, an understanding of my vocational objectives.

I too, would like to thank the chairman and the committee for allowing me the opportunity to relate to you my feelings about my vocational student organization.

Mr. MOTTL. Thank you very much for a very fine presentation.

Next we will hear from Ms. Debra Stigall, Vocational Industrial Clubs of America.

STATEMENT OF DEBRA STIGALL, REGION III VICE PRESIDENT, VOCATIONAL INDUSTRIAL CLUBS OF AMERICA

Ms. STIGALL. Good morning, Mr. Chairman. My name is Debbie Stigall, and I serve as region three vice president for one of the six vocational student organizations, the Vocational Industrial Clubs of America.

Recently, I graduated from the Paducah Area Vocational Center in Paducah, Ky. I am now a licensed cosmetologist and I work full time at the House of Glamor in Wickliffe, Ky. I am married and I have a son.

In September of 1973, I began taking cosmetology classes at night, later completing my training as a full-time postsecondary student.

Since VICA is the student organization which serves trade and industrial, technical, and health occupational students, I became interested in VICA, joined and served as a local officer, and now as a national officer.

As I developed as a cosmetologist with VICA, I learned to work with my fellow students to plan, organize, and to become a more effective speaker. Since I have been employed, I have found those skills to be most helpful.

In my particular classroom, skill development, citizenship, and leadership went hand in hand. This is signified by the American VICA degree patch which I wear today. In order to earn this degree, I was required to become involved in my community, to learn a series of leadership skills, to plan and organize in order to progress in my chosen career.

On May 8 of this year, VICA will be 10 years old, and we are proud to say that VICA enrolled its 1,000,000th member. We presently have 200,000 VICA members.

VICA provides incentives for students so that we might achieve excellence in our personal career. The achievement program, which I described earlier, is one such incentive. The other incentive is the U.S. Skill Olympics, which consists of 24 different occupational skill contests, and 8 leadership contests.

It is the competition and the winning of the gold, silver, and bronze medallions at all levels—local, State, and national, and now even international—that provide the incentive to work a bit harder.

Our organization consists essentially of two divisions: one serving students enrolled in high school vocational programs and the other serving students at the postsecondary level. Students form clubs with the assistance of their teachers within the school and organize activities as a central part of the classroom activities.

VICA is dependent upon State departments of education for leadership to organize and conduct State-level activities; without the opportunity to participate in State-level activities, I would not have attained an officer position at the national level.

Although VICA has grown rapidly since its founding in 1965, and although there are many thousands of students who have been served well, like myself, there is much more that must be done.

I am dismayed that many thousands of industrial education students have not had the opportunity to participate in VICA. You might be interested to know that for every one student who has the opportunity to participate, there are nine others who do not.

VICA is reaching only about 10 percent of its potential due to the reluctance and lack of interest on the part of vocational educators to offer the opportunity to their students. This is true of all the other student organizations, but it is more acute in VICA.

Finally, I wish to call your attention to our commitment to serve all students enrolled in vocational, industrial, technical, and health occupations education. VICA does not have accurate information on the number of disadvantaged, handicapped, inner city, or minority race youths that are being served.

It has been the philosophy of VICA not to segregate but to integrate youth into its total program. Blacks have been successful on a regular basis in competition for VICA's highest offices.

On behalf of my organization, I wish to thank the committee for this opportunity to express my opinions of vocational education and the vocational student organization which serves me, VICA.

I would also like to thank you all for what you have done, because without your help I would not have been able to get my education through the vocational education programs.

Mr. MOTTL. Thank you very much, Debra.

Next we will hear from Ms. Rachel Fabela, and she is representing Future Homemakers of America.

STATEMENT BY MS. RACHEL FABELA, NATIONAL OFFICER, FUTURE HOMEMAKERS OF AMERICA

Ms. FABELA. My name is Rachel Ann Fabela, and I am a national officer in Future Homemakers of America, and I am from San Francisco, Calif., where I am a senior at Balboa High School. I am presently 17 years old. I appreciate this opportunity to offer to you some insight on a vocational student organization; namely, the Future Homemakers of America. I would like to submit my prepared testimony to the committee and move on briefly to summarize its vital points.

FHA helps students pursue their roles in today's society through home economics education in the area of personal growth, family life, and vocational preparation, and community involvement.

I feel that through this organization, I have personally touched base with all of these four areas, if not more. We provide our members with opportunity at National, State or local levels of the organization, through leadership opportunities as well as initiative in carrying out projects directly to our own interests.

In the area of leadership opportunities, I myself, have held the following offices: chapter president, section vice president, State treasurer, and, presently, national officer.

In our organization, Future Homemakers of America, we emphasize the personal growth and provide the avenues for our members to pursue the amount of personal growth which they will gain from the organization. Let me state that the choice is there for us to make.

In vocational student organizations, we receive well-qualified preparation for employment. Through Future Homemakers we become aware of the various occupations that home economics offers in such careers as furniture designers, advertising artists, college teacher, interior decorator and dress pattern designer, and public relations to name a few.

In the area of urban and rural schools I feel that the impact of our program has been very effective. Coming from an urban school myself. I feel that we have maintained a steady trend of involvement with our members.

In closing, I would like to say that being a member of a vocational student organization such as the Future Homemakers of America has been a very profitable experience. Not only have I gained a tremendous amount of personal growth through this organization, but also it has given me a direction to pursue toward the type of career which I have chosen, which is home economics in the area of business.

Mr. Chairman, once again I would like to thank you for this opportunity.

Mr. MOTTL. Thank you very much, Rachel.

Next we will hear from Mr. Reuben Fordahl, president of the Office Education Association.

STATEMENT OF REUBEN FORDAHL, JR., PRESIDENT, OFFICE EDUCATION ASSOCIATION

Mr. FORDAHL. Good morning, Mr. Chairman, and members of the committee. It is indeed a pleasure for me to be here this morning. I represent over 50,000 Office Education Association students across America.

My name is Reuben Fordahl, and I am the national president of the Office Education Association, postsecondary division. I am presently enrolled in my second year of a 2-year accounting program at the Technical Institute in Minnesota.

I have been involved with OEA for about 18 months, or since September of 1973, when I was discharged from the U.S. Army.

On May 6 of last year, our executive director, Mr. Charles King, along with the executive directors of the other five organizations represented before this committee, presented rather detailed testimony relating to our organization. At this time, because that testimony is a matter of record, it would seem pointless to rehash, or reiterate those points. So, I would like to just briefly summarize our organization this morning for you.

We are the youngest and the smallest of the six nationally recognized organizations. We were organized in 1966, and we have grown to our present enrollment of 55,000 members in 9 years. This represents a composite growth rate of 66.7 percent.

We serve primarily secondary and postsecondary vocational students, who have identified their career objectives in office and business occupations. In addition to having established their career objectives, they must also be enrolled in a State-approved vocational program, and also be under the instruction of an approved vocational education teacher.

We also have a collegiate division, which functions for persons enrolled in 4-year college programs, who intend to become business vocational education instructors, and hopefully OEA advisors.

We also have a new and growing alumni organization. We are very proud of the cocurricular nature of our activities. An example of that is our competitive events program. These are geared to specific careers within business and office occupations.

This serves to provide us with sort of an evaluation of our instructional program, and it is a way that OEA fits into the instructional program in an integral way.

I would also like to make a few comments this morning about the growth that I have experienced as an individual, and this deals specifically with leadership development.

For 7 years prior to my being involved with OEA, I was on active duty with the Army Security Agency. I spent 3½ of those 7 years as a staff sergeant, and many times I was in charge of up to 20 people. I served two tours in Vietnam.

During my last tour in Vietnam, I was in charge of a mission aboard a $3.5 million reconnaissance aircraft. You could consider this background as one which was leadership oriented. Since becoming involved with OEA, I would like to say that I have experienced more personal growth, more leadership development in that organization than I did during those 7 years as a staff sergeant in the U.S. Army.

I would like at this time to address a section of H.R. 3037, which is one of the bills that is being considered by this committee.

Section 133 of H.R. 3037, our understanding of this section is that it will expand on the State's authorized uses of Federal funds to include support of vocational education student organizations.

As a recommendation, we feel that insofar as the six vocational student organizations have been recognized by the U.S. Commissioner of Education as an integral part of the instructional program, and further this policy statement has been distributed to all State vocational agencies, we recommend that the six vocational education organizations be named specifically within the law.

This will help us a great deal in dealing and establishing the identity of our organization, which is a problem that we are experiencing at this time.

I would also like to address section 106 of H.R. 3037. This section amends the present law in the appointment of members to the National Advisory Council on Vocational Education by insuring an appropriate cross section exists relative to sex, minorities, and geography.

As a recommendation, we would like to recommend that this section further stipulate that at least 1 of the 21 members of the National Advisory Council on Vocational Education be an active national officer of 1 of the 6 vocational student organizations, on a yearly rotating basis.

We further recommend that this apply to section 107, dealing with State councils on vocational education by including a State officer of one of the six vocational student organizations on a yearly rotating basis.

In summary, we earnestly support the continued funding of vocational education programs, and concur with the Vocational Education Amendments of 1975 as proposed in H.R. 3037.

We are indeed grateful for this opportunity to provide input to the legislative process.

Mr. PRESSLER. I would like to call on Mr. Alpha Trivette, president of the Future Farmers of America.

STATEMENT OF ALPHA TRIVETTE, PRESIDENT, FUTURE FARMERS OF AMERICA

Mr. TRIVETTE. Mr. Chairman and members of the committee, my name is Alpha Trivette, and I represent the Future Farmers of America. I would like to thank the committee first of all for allowing us to tell the story of what we feel is a most important aspect of our lives, an organization that has taught young men and women to be active leaders in this society of America today.

To give you a little background about the FFA. In 1917, the Vocational Education Act was passed, providing for vocational education in public secondary schools across the country.

From there, agricultural education was born in a lot of different States across the United States. From there, young men got together to form thrift clubs, initially, where young men, at that time, who were farmers got involved in the industry of agriculture.

From there, the Future Farmers of Virginia, and various other State organizations arose, and the combination of those State organizations became the Future Farmers of America in 1928, which is now the largest vocational education organization in the country, and the only vocational education organization that trains young men and young women in the industry of agriculture, the Nation's most vital and largest industry, and also in the world today. The only essential industry there is.

Some of the reasons for this growth is that in 1963 and in 1968, there were legislations passed permitting the vocational education part of agriculture to go into "off farm" curriculums, bringing in the fields of agribusiness, to greatly strengthen the program, and to broaden the training of young men and young women, at this time, who were going into the field of agriculture. Also, young women were invited to join the FFA.

Very shortly thereafter the membership increased a great deal, and it is approaching a half a million. The figures for this year are not quite ready, but last year it was 465,000 across the country.

Also, minority groups and girls are included in these numbers. Last year alone, our national supply center in Alexandria, Va., was constantly back ordering the girls' jackets. So it will give you some idea of the young ladies who are getting involved in the industry today.

Another reason for the major growth in the FFA is the fact that urban training has become such a vital and important part of the Future Farmers of America. Of the 50 largest cities across the country, 49 have FFA chapters.

We recently had a chance to visit in Los Angeles, where they have 38 FFA chapters. We had a visit in a school located in Queens, N.Y., and they have an FFA chapter there. They have nearly 300 members. It is more than a passive type of interest for these people.

The people who come from the different boroughs of New York, from the Bronx, from Queens, from Long Island, are actively involved in the industry. Some are placed on farms in upper State New York to gain practical experience in agriculture and agribusiness.

Also, Philadelphia, Pa., has the largest FFA chapter in the country today.

While in New York, we visited the Rosemary Kennedy School for the Mentally Retarded. There they have an agriculture education program where the young men who are in this program are training in horticulture.

All these programs in New York and in larger cities have training in such fields as horticulture, floriculture, forestry, wildlife management, turf management, small and large animal health care, and all the phases of agriculture as well as agribusiness.

In this handicap school, the students were trained to do little jobs as far as horticulture and different floriculture designs. They also worked very diligently, I might add, on BOAC projects, which is building our American communities as a project initiated by the FFA, cleaning up the schools, and making them a little bit more beautiful for the students.

Granted, all these students will not come out of the program employable, but they all will have the opportunity and the chance to develop themselves and develop their individual talents to make themselves productive citizens in our society today.

One of the strengths of the Future Farmers of America is the fact that it is an integral part of the instruction of vocational agriculture as are all the other disciplines of vocational education.

Teachers are involved today teaching agriculture education. One of the projects that we are initiating here in the very near future, in April, is called Thrust 75, in which the national officers along with the members of the staff will go to 34 different stops across the country to teaching institutes to better involve them in the Future Farmers of America. To possibly get into the curriculum of college training for teacher education for FFA and vocational education students.

It is of vital interest to me because my brother is an education teacher, and I am at VPI in Blacksburg, studying agriculture, and I hope some day to go into the field teaching agriculture.

There is a very big need in this country today. Last year alone, we had a shortage of about 1,100 across the country. We also had 500 agriculture departments close because of the fact that they could not get ag-ed teachers to fill the positions. This is a problem that, hopefully, will be alleviated by the Thrust 75, and the problems that we will be taking to teacher-training institutes across the country.

I think that it is vitally important that each of us here, who are representing the various disciplines of vocational education—when we started in vocational education, and when we started in vocational agriculture, we did not start out training vocational-education students, but rather students of distributive education and future homemakers.

We started because of the different disciplines of the things that it had to offer. This crisis, I guess you could call it, is not something that is unique to the little town of Ladysmith, where I live, or to the towns of Philadelphia and New York, or Los Angeles, but it is all over. It is nationwide.

The organizations that we are involved with help young people to gain their identity, to find themselves and the talents that they have, to develop those talents, and work in the different disciplines.

Therefore, it is vitally important that the disciplines be maintained, and that there be adequate staff, that there be adequate individuals trained in the different fields and different aspects of these disciplines to help us become active citizens.

As far as our organization is concerned, I am especially concerned that they be good agriculture education teachers for our times. As you know, there is a big problem as far as food is concerned. There is a worldwide shortage of food. So, it is vitally important that we maintain good agricultural education for all times, and for all of America.

I want to thank the committee for giving me the opportunity to represent our 500,000 members. We feel that it is very important today in our society; and we vitally need trained and skilled individuals. Individuals who can work with their mind as well as their hands in shaping the future for themselves and for our country today.

Again, as I close, many thanks to the committee.

Mr. PRESSLER. I have just a few questions, and then I am going to turn this chair over to Congressman Miller, because I have to be at another meeting in a few minutes, at 10:30.

I wanted to discuss some questions. I am concerned that the whole area of vocational-technical education as well as related areas sometimes do not give women adequate opportunities, or at the very least only prepare them for jobs that lock them into minimum-wage situations.

Being a homemaker is not a minimum-wage situation, but what sort of affirmative action programs have you observed? Do you think that maybe our vocational-technical education, particularly at the level of future homemakers, and future farmers may be too traditional a view, or maybe that traditional view may be a good thing. I am playing the devil's advocate.

Does somebody have some comments?

Mr. TRIVETTE. Since one of the organizations you have mentioned is the Future Farmers of America, I would like to point out, as I said, that girls are taking an active interest in the FFA, and they have been in the past several years.

Mr. PRESSLER. You have girl members?

Mr. TRIVETTE. Quite a few. Accurate figures, of course, aren't kept for various reasons. Some States, I dare say, have probably 10 to 20 percent young ladies in their membership for the State.

There have been two young ladies who have competed in the national public speaking contest finals since they were admitted in 1969. Last year we had three young ladies who competed for national office in the FFA out of the 36 candidates.

The high school that I visited in New York, John Brown High School, there were predominantly girls studying in veterinary sciences. Most of them intended to go to Cornell to study veterinary sciences.

The young ladies take a different attitude toward FFA than we do.

Mr. PRESSLER. You talk about the FFA. We were told, and maybe I am playing the devil's advocate again, increasingly there are less and less farmers. You mention veterinarians, and veterinary medicine; is that part of the function of Future Farmers of America, to prepare veterinarians?

Mr. TRIVETTE. It is a function of Future Farmers of America to train young people in the industry of agriculture, and veterinary sciences is an important part of that industry. Veterinary sciences will play a continuing and increasing role in feeding our population as well as the world. So, I feel that it is a vitally important part.

The young ladies are also taking an interest in the production aspects. Our traditional attitudes are breaking down quite a bit, because the young ladies do not want to be treated any differently from the young men in the FFA. They are accepting and taking the responsibility, and commanding the respect of all FFA members.

Mr. PRESSLER. I want to pursue this a little bit.

In terms of handicapped persons, do some of your organizations have an affirmative action program for handicapped persons?

Ms. FABELA. The Future Homemakers of America presently have chapters located in schools for the blind and for the handicapped, and they have been very effective in these schools.

Mr. PRESSLER. What sorts of things do they do? Let us take a handicapped person who is not in one of those particular schools. Maybe the industrial clubs could give a better assessment of this. Do you have some affirmative action program that you know of, for handicapped persons?

Ms. FABELA. I don't have that information, but I would be happy to obtain it for you.

Mr. PRESSLER. Would you send it in to the committee?

I guess this is the extent of my questions. Mr. Miller, I am going to give you the chair, because I will have to leave.

Mr. FORDAHL. May I make a comment about that last question?

I think that many of our programs are versatile enough to include persons who are handicapped, whether they be blind, deaf, or handicapped in some other way. Usually, if they are able to perform the functions of the job, they fit very nicely and very easily into the program.

If a blind person can type, that person can compete in anyone of our occupational skills contest. If they are versatile enough, we include most handicapped persons in our regular programs.

Mr. PRESSLER. I wanted to get into the local advisory on technical education. I understand that each State and region, and nationally, there are local advisory councils. Do your organizations participate in those? Are there student members on those advisory councils?

Mr. FORDAHL. That is an area where we are trying to get students placed on each one of these advisory councils to provide input. For instance, the National Advisory Council, Ann Cullen, a former DECA national officer, was recently appointed to her second term.

Mr. PRESSLER. In terms of the Future Homemakers of America, and here again I am playing the devil's advocate, many women's publications and groups have, I guess you could say, actually poked fun at Future Homemakers of America programs, and said that they keep women in the traditional state.

Could we get some comment from someone?

Ms. FABELA. I must mention that our programs are for both men and women and are home occupation related.

Mr. PRESSLER. Do you discriminate against men?

Ms. FABELA. Our male membership is 9,000 and it is continually rising.

Mr. PRESSLER. Out of how many?

Ms. FABELA. Out of half a million members. Presently we have five State officers who are male members, and of our national executive members, two of them are men members from Wisconsin and Illinois. So, I do not think that we discriminate against men members.

I think that there is a new trend for men to start to realize their potential as homemakers. Everyone is a homemaker, whether male or female.

Mr. PRESSLER. I have no further questions.

Mr. MILLER. Let me follow up on that.

I am one of those who in these hearings has raised continual questions about the expenditure of moneys for homemaking education under vocational education. I have tried to make it clear that I think it provides some very important educational experience, and some very valuable experience in terms of what you might call life survival services, and how you get along in the family situation, at the home.

However, my concern, and the concern of Mrs. Chisholm and others is that when you have so many women who are heading up households, who are out of work, should we be spending $30 million a year, or a little more than that, educating people under the name of vocational education for nongainful employment, really? Teaching them how to keep books, consumer-home type, and that sort of thing.

Or, should that money properly be used, perhaps, to be retraining or training for the future, women who are heads of households, for new employment and for new opportunities in the industrial arts, et cetera.

I just wondered if the homemakers, if your group has started to address itself to that, what I think is a very serious problem. Has the organization started to undertake discussions as to what their role is in terms of vocational education, or should they be placed in the broader educational programs, and not any longer put in vocational education?

Ms. FABELA. It is kind of a lengthy question. I will try to answer it the best I can.

I do feel that the amount of money that is being put into home economics programs is a very beneficial part to the students, as well as to those who are presently involved in areas that we do cover.

Home economics educations are profitable, and are gainful. The amount of education for the members, I am kind of confused on that, Mr. Chairman. Maybe you can clarify it for me a little more.

Mr. **Miller.** My point was that since I think the program is coming under some criticism, have the members of the national organizations started to take a look at what opportunities there are provided to women, and see whether they might expand that to provide greater employment opportunities, and not simply an educational process to help you get along in the home?

Ms. **Fabela.** Our HERO branch, which is Home Economics and Related Occupations, members in that part of our organization do have on-the-job training, and do go out for gainful employment, and work as part of their membership of the club in occupations which are of great concern to the many areas of home economics as well as home economics related occupations.

Mr. **Pressler.** Could I interject to say that we have just discussed the problem of the handicapped, and how these programs affect handicapped persons. We are privileged to have in the room, and I would like to introduce the National Association of Retarded Persons' poster child of 1975, Gladys Cahill, and her family from Millbanks, S. Dak.

Would you stand up?

Gladys and her family will be seeing Mrs. Ford this afternoon. They have been in Los Angeles, and they are here today to see a number of officials.

I want to reiterate what I have said, and that is that we need affirmative action programs for handicapped persons and I think that the responses here will help.

I will be sending you copies of the record from the responses today, and the responses of other days. I think that this committee has been diligent in trying to make certain that there are affirmative action programs for the handicapped.

Mr. **Miller.** I would like to join in the remarks and welcome you to the committee this morning.

Ike, I think that you and I had breakfast when you were here in January. The distributive education program that you are involved in, do you have, off the top of your head, the kind of placement experience it has had in terms of placing people in jobs? The number of graduates who find employment, and what length of time?

Mr. **Keliford.** First of all, we do have cooperative types of programs, where a student who is in high school, for instance, goes to school in the morning to receive his instructional training, and then in the afternoon he will work on a particular job.

Usually, this job is in the area that he wishes to pursue as a career objective. So, in that respect, yes, the placement is just about 100 percent, because the majority of these people will go on to pursue that particular field.

At my level, the junior collegiate level, we have joined DECA to enhance our leadership ability. Most of us are already employed in our certain career field, and we go to school to learn about leadership development. We go to school to learn what is expected of us civically.

I don't know whether this is answering your question or not.

Mr. Miller. It does, but it also raised another question, or maybe a comment. It is the manner in which a student is employed, for lack of a better term, in the work-study program, where he spends part of his time with an actual employer, and not so much in terms of theoretical work.

I am thinking. In the district I represent, we have a large number of really fairly good auto shops within the secondary level, and even at the junior college level, but I daresay that few of those students get practical experience with an employer.

Maybe this is a comment on why the empolyment is so low.

Mr. Relford. I have met a lot of individuals who are getting practical experience with the managers. The managers work directly with them. A lot of them are working with the students, so that a month or two after giving them the advantage of their experience, they utilize them in management roles.

For instance, I know some students who are in high school, and after a couple of months of working with their employer, they actually take over the operation of certain shoe stores, or marketplaces, or anything like this. So, they do get firsthand experience.

Mr. Miller. That is excellent. I am glad to hear that.

Mr. Lehman?

Mr. Lehman. I don't have any questions. I want to continue to work closely with the groups, because I believe that more academic credit should be given for nonacademic work.

I think you can learn in 1 hour on the outside what you can learn in many hours on the inside of the classroom. What a person learns growing up is not learned in school.

Mr. Relford. I would like to make a comment, if you don't mind.

Using myself as an example, like I told you earlier, I graduated in 1963 from Hope, Ark., and I did not have anything going for me. I entered the military service, and I was there for 3 years.

Then, after the military service, I worked for the Federal Government, for the Department of Agriculture for 8 years. During that 8-year period of time, I realized that I was not really going anywhere. It might be a blot against the Federal Government, but it is not intended to be that way.

I realized that I was not going anyplace, so I enrolled at the Texarkana Junior College, and after my enrollment in that college, I learned enough about leadership traits, and I gained enough confidence that I decided that I would take a chance and go into my own business, which I am in presently.

I have a carpet-cleaning service, and I contribute my being in that field to the vocational student organization that I am associated with. I would not have had enough confidence in myself to even approach that venture 2 or 3 years ago.

I think that they are great. I think that the confidence that they instill in people like myself, or not so young people, is really fantastic.

Mr. Trivette. I would like to point out that the six organizations that are here today, rep[illegible]t 1.8 million students across the country.

You have talked al[illegible]lacement, and each of us has placement activities. I think that [illegible]d a recent letter from North Dakota, Mr. Don Erickson who is [illegible]rector of vocational agriculture education in that State, said that 70 percent of the students who graduated in agricultural education, are employed in that field. Less than 2 percent of those who have gone through the ag ed program are unemployed.

So, I think that this speaks very highly of the type of agricultural education, and all vocational education, because this trains people to be active citizens in the particular industry in which they are training.

Mr. **Miller**. Do your agricultural programs provide the same opportunity for the students to go out and learn from practical experience?

Mr. **Trivette**. Quite a bit. A lot of time is spent in the classroom, and a lot of it is spent in the shop. Then, the FFA is teaching to afford the instructional classroom skill. The students have a chance to apply those skills. It is the application of knowledge that is really the advancement.

Mr. **Miller**. Are there any other comments?

Mr. **Fordahl**. One item of interest that the committee might be interested in. In January of this year, the national officers of all six organizations, for the first time, had a national leadership conference in Washington. This was funded by OE through a grant.

This was the first time that we had an opportunity to get together to share our mutual concerns, and formulate our plans for working together in the future, not only through that conference, but through the national coordinating council.

We are always exploring ways in which we can cooperate, and be involved in trying new ventures. For instance, with the American Bicentennial celebration, that is an area where we are interested in cooperation.

Mr. **Reliford**. I would like to talk a little bit about the visibility of our student organizations. We are not only concerned about it. We have had situations arise where people would recognize what we, as a group, would do, but they would not be able to associate the efforts of that group with any vocational education organization.

In other words, what I am really saying is that a lot of things are being accomplished, and being done through vocational student organizations, but no one wants to acknowledge the fact that the student organizations are doing it, not only from the public sector, but from our educational system.

I say that to mean that if you take a program to students in a particular school, and those students are receptive to that particular student organization. Then, you go to the administrator of that school, and for some reason the administrators are not for it, because they look at it as a burden on them.

They look at it as something that is cast on them, that is an unnecessary evil, I guess you could say, since we are talking about evil. But vocational student associations work closely with business. They work closely with industry.

Personally, from a DECA standpoint, I know that we have had a lot of people who are in business, support us. A lot of the money to operate our national organization comes from these sources.

Yet, it seems that we are not getting the proper acknowledgment of our contributions throughout our school systems.

Mr. **Miller**. Thank you.

If there are no further comments, I would like to again thank you very much for your presentations. I would like to join with Mr. Lehman and his remarks. I would hope that we would continue to expand the practical side wherever possible, because I think, as Ike points out, it does lead to greater employment opportunities upon graduation.

I think that it is overall, probably, a very valuable part of the educational process—I have had about 12 years of political science, and I got a lesson on the floor of the House yesterday that was not in any of the books. I lay awake last night trying to figure out where I had read it, but I had not read it anywhere, because they don't write those kinds of lessons.

I would like to thank you for your presentations. I think that it was well stated. I would hope that we would continue to be involved in this committee, as we get closer to that point where we do start marking up legislation, to make sure that as far as you are concerned, your interests are protected and, hopefully, expanded and put forward.

I know that it would help us in writing that legislation. I know that some of you have come quite a way, and I appreciate that. Thank you again.

If there are no further witnesses, the committee will stand adjourned.

[Whereupon, 10:55 a.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[Material submitted for inclusion in the record follows:]

Prepared Statement of Mildred Reel, Executive Director, Future Homemakers of America

Mr. Chairman and Distinguished Committee Members: It is indeed a privilege to provide some information for the committee. In so doing I will address myself to two major issues.

1. National Vocational Student Organizations as a part of Vocational Education.
2. The role of Home Economics Education (including the Future Homemakers of America) in Vocational Education.

First, I will concentrate on the Vocational Student Organizations.

For nearly half a century Vocational Student Organizations have played an important role in Vocational Education—starting with the Future Farmers of America in 1928—and then 1945 with the Future Homemakers of America closely followed with Distributive Education Clubs of America and Future Business Leaders of America. Now with six Vocational Student Organizations which reach more than 1½ million students each year these organizations are a viable force in Vocational Education.

Since only the Future Farmers of America has been a part of any legislation the Vocational Student Organizations have often had to struggle to find their place in Vocational Education, as many educators have not understood the role of the type of informal but goal oriented programs provided through these groups. It has been within the last decade that these student organizations have made tremendous strides in convincing the vocational public and others that they too help educate—and in a unique way.

As a result of providing themselves as educational tools in Vocational Education the American Vocational Association has passed resolutions in 1974 and 1975 in support of these youth groups and of even more importance is the issuance in 1974 of the *Policy of the United States Office of Education for Vocational Education Student Organizations* by the U.S. Office of Education (attached).

For the first time in history the Vocational Student Organizations are being introduced as a part of the Vocational Education legislation. In bill H.R. 3037 they are identified as "Vocational Student Organizations." Since each of the six organizations is unique within itself and is an integral part of a specific Vocational Education area it is important that each of the following groups be so recognized in the legislation:

Distributive Education Clubs of America; Future Business Leaders of America-FBLA-PBL; Future Farmers of America; Future Homemakers of America; Office Education Association; and Vocational Industrial Clubs of America.

From the viewpoint of the student organizations they should be included by name for these reasons:

1. There are only six Vocational Education Student Organizations currently that function as an integral part of the Vocational Education program. (Provision can be made in the legislation to include any new groups which may form.)

2. The Policy Statement of the U.S. Office of Education identifies by name these six vocational organizations. Thus to include them in the legislation would be in keeping with this policy.

3. It provides recognition to these youth groups as educational tools that function as a part of Vocational Education.

4. It clarifies what the legislation means by "Vocational Student Organizations," thus preventing misinterpretation by other established community youth groups seeking aid by showing that the intent of the legislation is referring to student organizations that are within the Vocational Education structure.

Too, we know you are aware of a need for including youth on National decision-making bodies. The present draft of the legislation does not provide for input from the Vocational Student Organizations on National and State Advisory Boards. We hope this important inclusion will not be overlooked.

Now, as I turn my attention to the role of Home Economics Education in Vocational Education it is with great pride that I remind the committee that Home Economics has been the forerunner in family life education since 1918 and, of course, family life education means consumer education, foods and nutrition, child care and development, parenthood education, family and community concerns and relations, management, family health (including care for handicapped children and the elderly)—and a host of other areas that families deal with.

As we all know, the family is the most important unit of society and a place where much training for life takes place—good or bad. And so with an increasingly complex society education for family life is too important to be left to chance—when you educate a family you educate a society. And so Vocational Home Economics plays a vital role in educating young men and women to be productive members of a family—a society—to become more proficient within themselves. The parents of tomorrow and the family structure must be such to continue to build a strong societal foundation. Thus, training to be a homemaker (men and women, boys and girls) is preparing for a career just as a welder learns a trade. In fact, it is the most important career in the universe for as the saying goes "as the home goes so goes the nation."

Thus, it is important that the legislation on Vocational Education recognizes Home Economics Education as preparing for a vocation.

Too, it must be recognized that women as well as men are a pertinent part of the labor force. The economy is forcing 40 percent of the women to earn or help earn actual living expenses. Statistics show that 80 percent of women will be employed in wage-earning activities at some time during their life. This figure does not include farm women who contribute to the income by working in the field, food preparation, etc., nor does it include women who without pay may assist husbands with their jobs.

Studies show that the inability to succeed on a job more often stems from poor attitudes, unwilling to cooperate and the unacceptance of responsibility than from an actual deficiency in skill performance. These essential elements in relationships are usually embedded in the lack of proper early childhood training. This dilemma can only be rectified through a strong educational program which helps current and prospective parents become efficient in instilling in children and youth acceptable values and relationship skills with which they can succeed in this society. Ultimately such preparation for life is reflected in the working force. Home Economics Education (including the Future Homemakers of America) directs itself to this need.

"Vocational Home Economics Education (Consumer and Homemaking Education and Occupational Home Economics Education" (as defined in the proposed

Vocational legislation Bill H.R. 3037) means instructional programs, services, and activities at all educational levels for (A) the occupation of homemaking including, but not limited to: Consumer education, food and nutrition, family living and parent education, child development, child care and guidance, housing and home furnishings, home management, clothing and textiles, and, (B) employment in Home Economics occupations in the above areas. Such programs, services and activities are designed to help individuals and families improve home environments, quality of personal and family life, and to prepare youth and adults for employment in Home Economics occupations.

It is interesting to note that the *Dictionary of Occupational Titles* developed by the U.S. Department of Labor has many service-type occupations that relate to Home Economics. It has been possible to assign monetary value to a wide variety of homemaking tools. Thus, if a task "saves" money it "earns" money—and any such occupational task is perfected by training—thus they too are Vocational Education.

So, both boys and girls, men and women must be educated in human development and its interrelatedness to consumer education, food and nutrition and other areas previously mentioned in this paper.

The Future Homemakers of America, the youth organization which functions as an integral part of Home Economics Education curriculum, has great impact upon family living and solving of social problems. Each year approximately 450,000 members through FHA and HERO (Home Economics Related Occupations) chapters focus on working with the elderly, child care, parenthood education, job preparation, consumer problems, nutrition, unwed parents, etc. as a part of Home Economics. The organization is concerned with personal growth through individual and group action as the youth members impact upon real problems they and their families face. They learn how to make decisions about things that influence their own lives and others about them.

Training youth for living—family life education and preparation for the working world is the task at hand for Vocational Home Economics Education and youth leaders of the Future Homemakers of America. Legislation is the vehicle that will provide the thrust necessary to expand this vital area of Vocational Education.

Thank you.

Policy of the U.S. Office of Education for Vocational Education Student Organizations

The United States Office of Education maintains a close relationship with the six vocational student organizations and welcomes their cooperation and support in strengthening our programs of vocational and technical education. Recognizing that the past performance and demonstrated potential of these six organizations are compatible with the overall purposes and objectives of education today, the United States Office of Education strongly endorses their objectives and seeks to involve their thinking in the development of our policies and plans.

In view of this, our policy is as follows:

1. The United States Office of Education recognizes the concept of total student development as being necessary for all vocational-technical education students to enter the labor market and to assume successful roles in society.

2. The United States Office of Education recognizes the educational programs and philosophies embraced by the following vocational education student organizations as being an integral part of our vocational education system of training.

Distributive Education Clubs of America, Future Farmers of America, Future Homemakers of America—HERO, Future Business Leaders of America—Phi Beta Lambda, Office of Education Association, and Vocational Industrial Clubs of America.

3. The United States Office of Education will provide technical and supportive services to assist vocational student organizations and state agencies in their efforts to improve the quality and relevance of instruction, develop student leadership, enhance citizenship responsibilities and provide other wholesome experiences for youth.

4. Federal and state grant funds for vocational education may be used by the states to give leadership and support to vocational student organizations and

activities directly related to established vocational education instructional programs at all levels under provisions of approved state plans for vocational education.

The responsibility for instructional programs and related activities rests with the states and localities. It is our belief that increased efforts on the part of state education agencies to recognize and encourage the growth and development of these vocational student organizations are highly important and deserve the support of all leaders in American education.

These policies represent the position of the United States Office of Education and its bureau and divisions concerned with vocational and technical education.

T. H. Bell,
U.S. Commissioner of Education.
Virginia Y. Trotter,
Assistant Secretary for Education.

Congress of the United States,
House of Representatives,
Washington, D.C., April 3, 1975.

Hon. Carl D. Perkins,
Chairman, Subcommittee on Elementary, Secondary and Vocational Education, Rayburn House Building, Washington, D.C.

Dear Mr. Chairman: Enclosed is an article by Mr. Alan Gross, Coordinator of Instructional Research at Macomb County Community College. I would appreciate it if Mr. Gross' article could be made a part of the hearing record on post-secondary vocational education.

Very truly yours,

James G. O'Hara,
Chairman.

Enclosure.

Vocation Education Amendments of 1975

The Vocational Education Act of 1963—bipartisan legislation about which the disagreements were few—was hailed by Carl Perkins as "a milestone in the history of Vocational Education" and by Senator Pell as a "major breakthrough.[1] Congress, apparently satisfied with the Act, has renewed and only slightly modified it since—in 1968, in 1969, and in 1972. Clearly, the Act is a success, if stimulation of vocational education is a sole criterion of success. Between 1960 and 1968 the total moneys for vocational education increased in constant dollars from $269,141 to $1,144,744, an increase of 325%.[2] Moreover, by 1973, enrollments increased to over twelve million.[3] The question remains: Has the growth of vocational education taken place in accord with the Congressional intent that programs "be oriented to the job market"?[4] The answer is, largely, no.

Most vocational education takes place at the secondary level. In 1973, of 12,072,445 vocational students, 6,353,962 were enrolled in secondary schools. Of the latter 3,124,281 or 42 percent were enrolled in agriculture and home economic-programs not often useful in earning a living.[5] Moreover, although the states spent the "greatest amount of [vocational education] effort at the secondary [as distinct from the post-secondary] level,"[6] this effort could be slight indeed: In Michigan in 1970–71 only 3 percent of the secondary expenditures were for vocational education.[7] Thus it is hardly surprising that 106 of its school districts had no vocational programs[8] or that, nation-wide, only 24 percent of secondary students are enrolled in vocational programs.[9]

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[1] *Congressional Record* (August 6, 1963), 14261–62 and (October 8, 1963), 18986.

[2] *Digest of Educational Statistics* (Washington, D.C.: Government Printing Office, 1969), Table 76, p. 56.

[3] Vocational Education Information No. 1 Summary Data: Vocational Education: Fiscal Year, 1973. U.S. Department of Health, Education and Welfare, Office of Education, Bureau of Occupational and Adult Education, Division of Vocational and Technical Education, Washington, D.C. 20202, p. 1.

[4] *Congressional Record* (August 6, 1963), 14266.

[5] See Footnote 3.

[6] "Training America's Labor Force: Potential, Progress, and Problems of Vocational Education" Report of the General Accounting Office, submitted October 18, 1972. *Reports on the Implementation of the Vocational Education Amendments of 1968*, General Subcommittee on Education of the Committee on Education and Labor, House of Representatives, November, 1973, Vol. 2, p. 977.

[7] "Training America's Labor Force," p. 976.

On many counts, however, "it is difficult to make a case for expansion of high school vocational education courses."[10] Dropout rates are higher than for other curricula[11] and only half of the students or less find jobs related to their training.[12] In addition, most studies indicate that vocational education graduates show "no significant advantage . . . either in starting wages or in increase in hourly wage rates over time."[13] The best that secondary school vocational advocates can say is that these programs are "only marginally profitable"[14] or that they show "a small effect in earnings."[15]

On the other hand, community college occupational programs are more effective than high school programs. In the first place, their graduates earn more.[16] In addition, post-secondary schools are "more responsive to labor market trends."[17] Moreover, a study of student attitudes toward vocation education indicates that these attitudes are healthier at the post-secondary level than at the high school level.[18] Success is reflected in soaring enrollments: 1,349,731 in 1973,[19] a figure which represents 44 percent of all community college students.[20] The Bureau of Occupational Education projects this to increase to over three million by 1978,[21] or one-third of the total gainful occupational enrollment in the United States. Some estimates go as high as six million or more in 1980.[22] This record of success has led one investigator to recommend that community colleges "become a key integrative agency in a newly designed vocational and manpower training system."[23] To another observer, "for those with options, postponement of vocational studies [until after highschool graduation] appears profitable."[24]

This success has had some effect on the Congress. In 1963, Congressman Powell, then Chairman of the Education and Labor Committee, stated that "This bill centers attention upon the training of young people during the high school years prior to their entrance into the labor market."[25] In 1968, this emphasis was changed: A 15 percent set-aside for community colleges was introduced in recognition of "the growing system of community colleges."[26] According to Senator Morse, this set-aside "redirects vocational education toward the post-secondary level."[27] Moreover, the new Bureau of Occupational Education was staffed in part by those with community college experience.[28]

However, these legislative changes have not had the desired effect: Secondary schools, whose capacity for success and leadership has yet to be demonstrated, are still in the saddle. Community colleges, with their enviable track record, are largely ignored, especially at the state level where in 10 states the 15 percent set-aside has been ignored in state agencies "whose leaders' primary experience and outlook is in secondary level vocational education."[29] In fact, in 29 states all vocational education—including postsecondary—is run by the K–12 agency.[30]

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[8] "Training America's Labor Force, p. 975–76.

[9] "Training America's Labor Force," p. 975.

[10] Beatrice G. Ruebens, "Vocational Education: Performance and Potential: Evidence Lacking that High School Courses Result in Job, Wage Gains," *Manpower,* vol. 6, no. 7 (July, 197[illegible]), p. 28.

[11] David Rogers, "Vocational and Career Education: A Critique and Some New Direction," *Teachers College Record,* vol. 74, n. 4 (May, 1973), p. 485.

[12] Patricia Marshall, "Vocational Education Today," *Manpower,* vol. 4, n. 11 (November, 1972), 6; see also Ruebens, p. 24 and Rogers, p. 485.

[13] Ruebens, 25.

[14] Arthur J. Corazzini, "The Decision to Invest in Vocational Ed: An Aanlysis of Costs and Benefits," *Journal of Human Resources,* vol. 2 (supplement, 1968), p. 120.

[15] Ruebens, 28.

[16] Ruebens, p. 25.

[17] Marshall, p. 8.

[18] William P. Anthony and Robert C. Millijus, "Tech Ed Rates High and Responsiveness," American Vocational Journal, vol. 49, n. 4 (April, 1974), pp. 40–42.

[19] Vocational Education Information No. , p. 1.

[20] From testimony of Peter Masiko in "Testimony on Vocational Education for the General Subcommittee on Education," Committee on Education and Labor, United States House of Representatives, August 13, 1974, p. 1.

[21] Vocational Education Information No. II. Trends in Vocational Information: Fiscal Year 1973, p. 5.

[22] Rogers, p. 478.

[23] Rogers, p. 497–98.

[24] Ruebens, p. 28.

[25] *Congressional Record* (Aug. 6, 1963), 14261.

[26] *Congressional Record* (Oct. 3, 1968), 29477.

[27] *Congressional Record* (Oct. 1, 1968), 29013.

[28] Public Law 92–318, pp. 87–88.

[29] "Testimony," p. 7.

[30] "Testimony," p. 6.

There is no easy solution to these problems, which are clear for the first time in the history of this legislation. However, H.R. 3036, presently before the Committee, is a long step toward solution. It provides:

(a) a 40 percent set-aside for community colleges;

(b) a 20 percent set-aside to be allocated by a State Allotment Board with adequate community college representation;

(c) a community college occupational unit at the federal level with real duties and real funding power.

H.R. 3036 does not provide for a separate community college occupational education administrative unit at the state level, although such units might help vocational education greatly. The bill also does not provide for more rigorous data collection accompanied by frequent and stringent audits. However, H.R. 3036 is a bill worthy of support and passage.

The facts reported here are well documented, but not well-known because federal data has for twelve years obscured rather than illuminated the truth. State agencies have found adequate, followup response rates "as low as 36 percent."[31] Many observers find federal data on budgets, enrollments, staffing patterns and facilities questionable, inaccurate or incomplete.[32] The area of costs shows a particularly flagrant disregard for reality. Federal expenditures data indicates that community college programs at an average of $625 are twice as expensive as secondary programs[33] In reality, responsible studies indicate that on the average community college programs cost about 85 percent of secondary programs.[34] It is hoped that the new facts presented here help in the passage of a new and better Vocational Education law.

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[31] "Training America's Labor Force," p. 984.

[32] "Training America's Labor Force," p. 971; Rogers, 476; Ruebens, 24 and Bruce Reinhart, "Lack of Data: Planning and Evaluation Bottleneck," *American Vocational Journal*, vol. 46, n. 3 (March, 1971), p. 38.

[33] Vocational Education Information No. V. Vocational Education State-by-State Analysis of Expenditures, Enrollment, and Completions. Fiscal Year, 1973, p. 18.

[34] For community cost analyses, see James L. Wattenbarger, Bob N. Cage, and L. H. Arney, *The Community College: Target Population, Program Costs and Cost Differentials*, National Education Finance Project. Special Study No. 6, Institute of Higher Education. University of Florida, Gainesville, Fla., June, 1970. For high school cost analyses, see Elchonan Cohn, Teh-wei Hu and Jacob J. Kaufman, *The Costs of Vocational and Non-vocational Programs: A Study of Michigan Secondary Schools*. Institute of Research on Human Resources. The Pennsylvania State University. University Park, Pennsylvania. 1972.

VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, APRIL 8, 1975

House of Representatives,
Subcommittee on Elementary, Secondary and
Vocational Education of the Committee on
Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the subcommittee] presiding.

Members present: Representatives Perkins, Blouin, Simon, Mottl, Hall, Quie, and Jeffords.

Staff members present: John Jennings, counsel; Charles Radcliffe, minority counsel.

Chairman Perkins. Why don't we ask the witnesses to conserve time? We have a bill on the floor this morning, the Older Americans Act.

If you would all get around the table at one time, I want to call on Mr. Emerson J. Elliott, acting director of the National Institute of Education. You can introduce the people that are with you.

Then we will hear from Dr. William Pierce and then Dr. Robert Taylor from Ohio State University.

I am delighted to have you here today. You can proceed in any manner you prefer.

Without objection your prepared statements will be inserted in the record.

STATEMENT OF EMERSON J. ELLIOTT, ACTING DIRECTOR, NATIONAL INSTITUTE OF EDUCATION, ACCOMPANIED BY DR. CORINNE RIEDER, CHAIRPERSON, EDUCATION AND WORK TASK FORCE, NATIONAL INSTITUTE OF EDUCATION; AND SUSAN E. HAUSE, SPECIAL ASSISTANT TO THE DEPUTY ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Elliott. Thank you, sir.

Mr. Chairman, the National Institute of Education is happy to receive your invitation to appear this morning to describe its activities in education, research, and development and in vocational and career education.

Our statute as you well know provides that we carry on research in education and then it says "including career education."

Without getting into a long debate about the differences between vocational and career education, I think when the Congress inserted that clause into our statute they were following a long tradition of congressional interest in this country in the relationship between education and work, which I think can easily be traced back even before the Vocational Education Act of 1917, at least back to the acts of 1872 and even the Northwest Ordinance of 1785. I think this is a long tradition in the U.S. Congress, a tradition of concern for what is happening in American schools and the relationship between schooling and subsequent careers.

The Institute from the beginning has carried on a number of activities in the education and work area. Approximately one-sixth of all of our funds are devoted to that area and it is one of the five priorities which the National Council on Education Research, our policymaking body, has adopted for its fiscal year 1976 program.

Here with us is Dr. Corinne Rieder, who is in charge of the education and work programs of the National Institute of Education, and will describe our programs in more detail and the commitment to the work experience in school training and guidance counseling placement.

Chairman **Perkins**. Go right ahead.

Dr. **Rieder**. Thank you. Mr. Chairman and members of the subcommittee, I am happy to have this opportunity to testify on what the National Institute of Education is doing in the area of research and development in vocational and career education.

Parenthetically in my testimony this morning I am not differentiating between those projects which might be considered career education from those which legislatively are considered vocational education, although the terms are not synonymous.

Vocational education as it now exists, concentrates its efforts on specific skill preparation for students seeking occupations requiring less than the bachelors degree, whereas career education is concerned with the career choice and preparation for all students.

For the record I am attaching a more complete definition of these terms.

[Definition referred to follows:]

WHAT ARE THE DIFFERENCES BETWEEN VOCATIONAL AND CAREER EDUCATION?

There are both conceptual and legislative differences between these two terms. Three essential differences exist:

(a) Career education is a concept used to encompass all aspects of an individual's lifetime career including career awareness, exploration, decisionmaking, preparation, entry and progression. Vocational education, as it currently exists, emphasizes only one of these components—career preparation as its main thrust.

(b) Career education is for all persons, whereas vocational education as it now exists concentrates its efforts primarily on those persons seeking vocational education at secondary and sub-baccalaureate degree levels.

(c) Career education as a concept emphasizes both paid and unpaid work in the lives of individuals whereas vocational education emphasizes preparation for paid work.

LEGISLATIVE DEFINITIONS OF VOCATIONAL AND CAREER EDUCATION

VEA of 1963

The term "vocational education" means vocational or technical training or retraining . . . to prepare individuals for gainful employment as semi-skilled or skilled workers or technicians or sub-professionals in recognized occupations and in new and emerging occupations or to prepare individuals for enrollment in advanced technical education programs (but excluding any program to prepare individuals for employment in occupations which the Congress determines . . . to be generally considered professional or which requires a baccalaureate or higher degree . . . such terms include vocational guidance and counseling (individual or through group instruction) in connection with such training or for the purpose of facilitating occupational choices: instruction related to the occupation or occupations for which the students are in training or instructions necessary for students to benefit from such training; job placement, etc.

Public Law 93–380 section 406, part D

For the purposes of this section, the term "career education" means an education process designed (1) to increase the relationship between schools and society as a whole; (2) to provide opportunities for counseling, guidance and career development for all children; (3) to relate the subject matter of the curricula of schools to the needs of persons to function in society; (4) to extend the concept of the education process beyond the school into the area of employment and the community; (5) to foster flexibility in attitudes, skills, and knowledge in order to enable persons to cope with accelerating change and obsolescent; (6) to make education more relevant to employment and functioning in society: and (7) to eliminate any distinction between education for vocational purposes and general or academic education.

Dr. RIEDER. Since it began in August 1972, the NIE has had a major commitment to supporting research and development in this important area:

First: The NIE's authorizing legislation specifically calls for the Institute to undertake R. & D. in career education as part of its broad mandate to improve education through research, development, and dissemination.

Second: Six major R. & D. projects in vocational and career education, totaling $17 million were transferred from the Office of Education to NIE at its inception.

Funding for these projects and additional R. & D. projects initiated by NIE totaled $45 million for fiscal years 1973, 1974, and 1975. That is approximately 17 percent of NIE's total funds over this 3-year period.

Finally, NIE proposes to continue our efforts in this area and has identified it as one of five problem areas on which we will concentrate fiscal year 1976 resources.

NIE's activities are aimed at improving the preparation of youth and adults for choosing, entering, and progressing in careers.

This orientation has been selected, in part, based on information gathered by Gallup Polls, surveys, and national commissions, all of which have found that Americans place a premium on having schools prepare people for work and transition to the adult world.

However, there is considerable evidence that indicates that schools are not completely accomplishing this goal.

Each year about 2.5 million youth leave school, without a high school diploma, as general curriculum graduates, or as college dropouts.

It is believed that many of these youth, including a large proportion of the graduates, have left school without the skills required to obtain employment or to continue their education, a sense of where their career interests and competencies lie adquate information about job availability and requirements or much understanding of what it is like to have adult responsibilities.

Moreover about 15 million adult Americans are in school and an estimated 80 million more want to continue their education. These adults want to qualify for better-paying, more personally rewarding positions. There is growing concern regarding the expectations held by those who return to adult education.

Therefore our activities are aimed at helping individuals, (A) to make better choices in their careers, (B) to improve their mastery of work-related skills especially those which are not specific to a single job or occupation and, (C) to enter and reenter educational programs throughout their lives.

The evidence cited above plus extensive discussions with educators and researchers led us to select two principal strategies to reach these aims.

The first is to improve and expand work experience programs in various settings. The second is to develop better counseling and information services.

Many areas of vocational and career education are represented in projects completed or underway through Institute sponsorship.

For the record I am attaching our career education program plan for fiscal year 1975 which includes a 30-page policy paper and an appendix of onpage descriptions for over 50 of our projects in this area.

[Information referred to is retained in subcommittee files.]

Dr. **Rieder.** The question of sex stereotyping in vocational education has been a major area of our research. However, since it is the subject matter of a future hearing before this committee I won't elaborate at this time on those endeavors.

Over the past 3 years 90 percent of our funds have gone to support the development and testing of 6 major projects which were first funded by the U.S. Office of Education and transferred to the Institute in the early years of their development.

These projects fall into three major categories: curriculum, work experience and skill preparation and guidance counseling and placement.

The following are representative of our efforts in these areas.

CURRICULUM

An example of NIE-supported work in the area of curriculum is the development of curriculum materials for eighth- and ninth-grade students and teachers to help bring together schooling and work by allowing the students to explore work roles and tasks through simulated work activities in the classroom.

These experiences give students an understanding of the relationship between academic skills, personal interest, and aptitudes and potential careers.

Over 1,600 children have been involved in the field testing of these units which were developed by the Center for Vocational Education at Ohio State University.

In addition 10,000 more students have been involved in the field testing of other curriculum materials.

WORK EXPERIENCE AND SKILL PREPARATION

In the area of work experience and skill preparation, NIE has been concerned with problems of youth and adults. An example of its youth-oriented work is the development and evaluation of the experience-based career education programs.

Operating at four sites, these are innovative alternative high school projects which allow students to merge personal and academic interests with "hands-on" experiences in the adult work world.

Each student creates a combined academic and work experience program with [illegible] aid of a learning coordinator.

A student is assigned to several community employer sites, each for a specified period of time according to the student's interests and needs. Each employer-site activity is structured to yield a specified learning outcome.

In addition to the onsite learning, regular classroom instruction is provided in those academic subjects not covered by the site learning or needed to fulfill graduation requirements.

A student learns about the work world, including adults, responsibilities and skills needed for a variety of jobs, through his or her direct participation in the adult world.

Over 700 students have participated in this program and they range from former dropouts to merit scholars.

Materials have and are being developed to enable additional schools to initiate similar programs. Our office alone has already received over 1,000 requests for information from State and local levels about these projects.

Dr. Pierce will discuss in his testimony the cooperation that exists between our two agencies and how OE will implement this project.

As mentioned earlier, NIE is also concerned with problems of adults. An example of our work in this area is the development and evaluation of a residential program for rural disadvantaged families which provides basic skills, occupational skills, health care, counseling, and placement.

More than 800 families or nearly 3,000 individuals from six Western States have been served to date.

Though the cost is high, the program is successfully meeting its objectives and compares favorably with welfare and other social costs. For example, the job placement rate is 80 percent and followup data on graduates show an average increase in income of 26 percent over previous income.

GUIDANCE COUNSELING AND PLACEMENT

The Institute has supported a good deal of work in the area of guidance and counseling. For example, we have supported the development and testing of a unique telephone counseling service in Providence, R.I.

In its first 2 years of operation more than 3,000 people who were unemployed and not attending school received information on education and training resources available in their community.

In addition to its developmental activities the Institute is supporting research in career and vocational education and from this research has gained new knowledge useful to educators, policymakers, and the public.

One study which has recently received attention was carried out by Welford Wilms at the University of California, Berkeley.

The purpose of the study was to compare the effectiveness of public and proprietary schools by following a large sample of graduates into the labor market and assessing their success.

It also sought to ascertain whether or not there were systematic differences in public and proprietary students' backgrounds that could have affected their experiences in the labor market.

The study found that only 20 percent of the graduates from both proprietary and public schools who chose professional or technical-level training actually obtained those specific jobs within 3 years after graduation.

Almost 80 percent of the public and proprietary graduates from clerical and service programs obtained those jobs but, with the exception of secretaries, barely earned the Federal minimum wage.

After controlling for differences in student background—as more proprietary students were from ethnic minority groups with lower educational status and poorer verbal skills—public and proprietary graduates had about the same occupational success.

Wilms has recommended that all vocational training programs should inform prospective students of placements rates and the occupational success of graduates.

In conclusion we intend in fiscal year 1976 to concentrate our efforts on new activities in the areas of work experience and guidance and counseling.

Examples of proposed work experience projects include:

(1) One: Actively disseminating the experience-based career education program nationally at both the secondary and postsecondary levels in cooperation with the Office of Education. We expect this model program to be implemented in 42 States by the end of fiscal year 1976, while planning will be underway in an additional 150 school systems.

Two: Investigate the usefulness of work-experience credentials for students in terms of their ability to go on in school or to obtain and advance in jobs.

Activities in the guidance and counseling area will include:

One: Initiating research on the way in which young people make career decisions in order to improve future guidance and counseling programs.

Two: Exploring the use of television and support materials to give children and their parents an understanding of the broad range of careers they might consider with special emphasis on counteracting the problems of occupational, racial, and sex stereotyping.

In addition we plan to: (1) Support research to discover and analyze alternative ways of providing adults with the financial assistance to return to school; and (2) develop better measures of career and vocation education outcomes.

As I stated when I began, I decided for time's sake only to present one or two projects in each category as a means of highlighting the Institute's activities.

There are other projects in which you might be interested and I would be happy to provide that information to you.

Thank you again for your invitation to testify before this committee.

I will be happy to answer any questions that you might have.

Mr. SIMON. Thank you very much, Dr. Rieder.

Is Dr. Pierce scheduled to testify next?

I am pinch hitting for the Chairman temporarily while he is meeting with a small delegation here.

Dr. Pierce, would you identify yourself?

STATEMENT OF DR. WILLIAM F. PIERCE, DEPUTY COMMISSIONER FOR OCCUPATIONAL AND ADULT EDUCATION, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY MS. SUSAN E. HAUSE, SPECIAL ASSISTANT TO DEPUTY ASSISTANT SECRETARY FOR LEGISLATION (EDUCATION), AND DR. HOWARD F. HJELM, DIRECTOR, DIVISION OF RESEARCH AND DEMONSTRATION, BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

Dr. PIERCE. Thank you, Mr. Chairman. I am William Pierce, the Deputy Commissioner for Occupational and Adult Education of the Office of Education.

Before I begin my testimony I would like to introduce Ms. Hause, who is Special Assistant to the Deputy Assistant Secretary for Legislation, Education, at HEW, who is at my immediate left.

On my extreme right at the end of the table is Dr. Howard Hjelm, who is Director of the Division of Research and Demonstration, Bureau of Occupational and Adult Education.

Mr. Chairman, I welcome the opportunity to appear before this distinguished subcommittee to discuss research and innovative activities authorized and funded under the Vocational Education Amendments of 1968. As you are aware, those amendments expanded the research activities permitted under the Vocational Education Act of 1963 by establishing three distinct but related programs. Part C provides funds for applied research, part D supports innovative demonstration projects and part I supports curriculum development efforts. A unique characteristic of these research and demonstration programs is that one-half of the funds are given directly to the States to use in meeting their most urgent needs. The remaining portion of the funds is available for the Commissioner's use to support projects in the States which meet national priorities.

These three discretionary programs compliment each other and constitute the cutting edge for moving improved practices into vocational education at both the State and local level. The results of these projects should improve and extend existing federally supported vocational education programs. Our applied research effort develops model programs and procedures to be adopted by State education agencies and local school districts. Our demonstration effort fosters the adoption of selected models. And our curriculum development effort responds to needs in vocational education for new instructional materials, particularly the need for curriculum materials in new and emerging occupations.

I would like to point out before moving to a more detailed discussion of our research activities that the Congress has authorized the Office of Education to perform research and development work in the vocational education areas. Since the National Institute of Education's mandate is equally broad, OE coordinates closely with the NIE's Office of Education and Work. As an example of this cooperative effort, NIE has developed four experienced-based models which offer a comprehensive, individualized, alternative to full-time learning for high school youth.

As a result of favorable field test efforts, we plan in fiscal year 1976 to fund at least one such project in 42 States. Each project will be supported with part D demonstration funds for up to 3 years. These projects will use, either partially or entirely, the instructional programs NIE has developed. Let me go on now to give you an overview of our activities.

In developing national funding priorities for the federally administered portions of parts C, D, and I during the past few years, an effort has been made to target resources on a small number of priority areas so that enough funds can be focused on a particular problem to make a significant impact upon its resolution. Before specific priority areas are selected the insights, views, and recommendations, where appropriate, of professional groups, the Research and Evaluation Committee of the National Advisory Council on Vocational Education, the USOE Liaison Committee on Research of the National Association of State Directors of Vocational Education and NIE are obtained.

As a result of these recommendations, the five priority areas for the Commissioner's discretionary part C research projects funded in fiscal year 1975 are: (1) the improvement of administration of vocational education at the State level; (2) the improvement of administration of vocational education at the local level: (3) the development of improved comprehensive guidance, counseling, and placement systems; (4) the development of instructional programs to train teachers of the disadvantaged, handicapped, or minority students; and (5) the development of open-entry-exit systems for instructional programs based on achievement rather than time spent in a program.

Highlights of the major accomplishments of past part C discretionary programs include:

Funding of two national vocational education R. & D. centers to develop vocational models and systems for instruction.

Implementation in each State and territory of its own career education model in fiscal year 1972 and fiscal year 1973.

Support of a research retrieval system that periodically publishes and disseminates "abstracts of instructional materials and abstracts of research materials.

Funding of 93 projects in fiscal year 1974 to create or improve instruction for the disadvantaged, handicapped, and minorities, including alternative work experiences, guidance and counseling services, and manpower information systems.

The States have used their share of part C funds to support research coordinating units, known as RCU's. These RCU's have helped create a network, spread nationwide, of research information and retrieval systems and a central point in each State to disseminate information about research and new developments in vocational education.

Further, RCU's act as a centralized source of expertise in each State, providing help in developing sound research, demonstration and innovative projects and helping evaluate existing vocational education programs. The States have also been assisted by the RCU's in administering the State portion of parts C and D vocational education funds.

The priorities of our federally administered part D demonstration effort have been on the implementation of projects that provide young people with sequential opportunities for career awareness, career exploration, career preparation, including work experience and cooperative education, and guidance, counseling, and placement services. There are currently approximately 60 such projects in operation. Nine additional projects which implement cluster curriculums to help prevent training obsolescence—are being proposed for funding in this fiscal year. The policy papers announcing the priorities for part D discretionary projects in the past several years will be submitted for the record.

[Material referred to follows:]

FUNDING CRITERIA FOR PART D—DISCRETIONARY PROGRAM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, OFFICE OF EDUCATION, BUREAU OF ADULT, VOCATIONAL, AND LIBRARY PROGRAMS

OCTOBER 2, 1969.

Sent by: Grant Venn, Associate Commissioner, Bureau of Adult, Vocational, and Library Programs.

Sent to: Executive officers of State boards for vocational education, State directors of vocational education.

Subject: Policy paper—AVL V70–1—Highlights of provisions for exemplary programs and projects in vocational education.

Introduction.—The Division of Vocational and Technical Education of the Bureau of Adult, Vocational, and Library Programs administers the exemplary programs and projects under the Vocational Education Act of 1963, as amended by the Vocational Education Amendments of 1968 (Public Law 90–576). Direct financial support is furnished for programs and projects by the U.S. Commissioner of Education under Section 142(c) of Part D of the Act.

Exemplary programs and projects are to be designed to: (a) create bridges between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in post-secondary programs of vocational preparation; (b) promote cooperation between public education and manpower agencies; and (c) broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socioeconomic, or other handicaps. Provision is to be made for the participation of students enrolled in private nonprofit schools. The projects are to be conducted under grants or contracts awarded by the Commissioner, in accordance with the provisions of Part D of the Act and with the applicable Federal Regulations. Eligible applicants may include local educational agencies, State Boards for Vocational Education, and public and private agencies, institutions or organizations.

Nature of projects.—Exemplary projects represent bridge-building efforts between research and development work on the one hand and actual operations in school settings on the other hand. Exemplary projects will not involve original research and developmental activities but will be based upon prior research and development. They will be limited to what research has already shown will work. Therefore, exemplary projects should have a high probability of success. They should constitute a transition of research findings and developmental efforts to program operations.

Focus for fiscal year 1970.—In order to achieve maximum impact, the funds available for fiscal year 1970 will be focused on programs or projects which combine, in one operational setting, all the following aspects:

1. Provision for broad occupational orientation at the elementary and secondary school levels so as to increase student awareness of the range of options open to them in the world of work.
2. Provision for work experience, cooperative education and similar programs, making possible a wide variety of offerings in many occupational areas.

3. Provision for students not previously enrolled in vocational programs to receive specific training in job entry skills just prior to the time that they leave the school. (Some of these training programs might be very intensive and of short duration.)

4. Provision for intensive occupational guidance and counseling during the last years of school and for initial placement of all students at the completion of their schooling. (Placement might be in a job or in post-secondary occupational training. Placement should be accomplished in cooperation with appropriate employment services, manpower agencies, etc.)

5. Provision for the grantee or contractor to carry the program on with support from regular funding sources after the termination of the Federal assistance under Part D of P.L. 90–576. (Federal assistance under Part D cannot exceed three years.)

It is anticipated that other program emphases may be highlighted in future fiscal years.

Financial considerations.—Direct grants and/or contracts will be awarded in each State up to the limit of funding available for the Commissioner's use in that State as allotted under Part D of P.L. 90–576. For fiscal year 1970, it is anticipated that the amount available for the Commissioner's use for grants or contracts in each State will range from $100,000 to $200,000. Since exemplary projects will usually require substantial financial resources, consideration should be given to incorporating funds from a variety of sources, such as transfer funds under Part B, Cooperative Vocational Education funds under Part G, Work Study funds under Part H, and funds from State and local sources. Funds allotted to the States for exemplary programs under a State plan may be combined with the Commissioner's grant or contract funds into a single part D project. Generally, proposals which feature a skillful combining of several types of funding, structured around the central framework of a Part D grant, will be viewed with special favor.

Application procedures.—During fiscal year 1970 the cutoff date for receipt of proposals will be January 1, 1970. Proposals must be prepared and submitted in accordance with the publication entitled, Manual: Instructions and Procedures—Exemplary Programs and Projects in Vocational Education.* Persons preparing proposals should consult with representatives of their State Board for Vocational Education regarding sources of supplementary funding and coordination with other vocational education programs and activities in the State. Completed proposals are to be submitted to the U.S. Office of Education, with copies furnished simultaneously to the applicable State Board for Vocational Education. The State Board will review each proposal and may, within a period of sixty days, disapprove any proposal. All proposals not disapproved by the State Boards will be reviewed by the U.S. Office of Education, on the basis of analysis by specially-constituted review boards composed mainly of knowledgeable practitioners. The review will take into consideration such factors, among others, as: (1) the potential of the proposal for contributing significantly to the accomplishment of the purpose of Part D of P.L. 90–576; (2) the soundness of the proposed plan of operation; (3) the adequacy of the personnel and facilities available for carrying out the proposal; and (4) the proposal's economic efficiency. State Boards and applicants will be notified of the approval or disapproval of each proposal, and grants or contracts will be negotiated with those applicants whose proposals are approved.

Note.—The above is based upon the assumption that funds will be appropriated by the Congress to activate this program during fiscal year 1970.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, OFFICE OF EDUCATION,
BUREAU OF ADULT, VOCATIONAL, AND TECHNICAL EDUCATION

AUGUST 28, 1972.

Sent by: Robert M. Worthington, Associate Commissioner, Bureau of Adult, Vocational, and Technical Education.

Sent to: Executive officers of State boards for vocational education, State directors of vocational education.

Subject: Policy paper—AVTE–V72–0—Highlights of provisions for exemplary education, projects in vocational education.

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*Copies of the publication may be obtained by writing to: Division of Vocational and Technical Education, U.S. Office of Education, Washington, D.C. 20202.

Introduction.—The Bureau of Adult, Vocational, and Technical Education administers the exemplary programs and projects under the Vocational Education Act of 1963, as amended by the Vocation Education Amendments of 1968 (Public Law 90-576). Direct financial support is furnished for exemplary projects by the U.S. Commissioner of Education under Section 142(c) of Part D of the Act.

The purposes of exemplary programs and projects are to: (a) create bridges between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in post-secondary programs of vocational preparation; (b) promote cooperation between public education and manpower agencies; and (c) broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socioeconomic, or other handicaps. Provision is to be made for the participation of students enrolled in private non-profit schools. The projects are to be conducted under grants or contracts awarded by the U.S. Commissioner of Education, in accordance with the provisions of Part D of the Act and with the applicable Federal Regulations. Eligible applicants may include local educational agencies, States Boards for Vocational Education, and public and private agencies, institutions or organizations.

Nature of projects.—Exemplary projects represents bridge-building efforts between research and development work on the one hand and actual operations in school settings on the other hand. Exemplary projects will not involve original research and developmental activities but will be based upon prior research and development. They will be limited to what research has already shown will work. Therefore, exemplary projects should have a high probability of success. They should constitute a transition of research findings and developmental efforts to program operations.

Focus for fiscal year 1973.—In order to achieve maximum impact, the funds available for fiscal year 1973 will be focused on projects which include a strong guidance and counseling emphasis and which combine, in one operational setting, all of the following components:

1. Programs designed to increase the self awareness of each student, to develop in each student favorable attitudes about the personal, social, and economic significance of work, and to assist each student in developing and practicing appropriate career decision-making skills.
2. Programs at the elementary school level designed to increase the career awareness of students in terms of the broad range of options open to them in the world of work.
3. Programs at the junior high level or middle school level designed to provide career orientation and meaningful exploratory experience for students.
4. Programs at grade levels 10 through 14, designed to provide job preparation in a wide variety of occupational areas, with special emphasis on the utilization of work experience and cooperative education opportunities for all students.
5. Programs designed to insure the placement of all exiting students in either; (a) a job, (b) a post-secondary occupational program, or (c) a baccalaureate program.

Each project may be designed for a duration of up to three years, with the understanding that only the first 12 months of activity will be supported with fiscal year 1973 funds. Support for the proposed second and third years of each project will be dependent upon: (a) satisfactory progress in the implementation of the earlier stages of the project, and (b) appropriation of Section 142(c) funding for fiscal years 1974 and 1975.

Financial considerations.—Direct grants and/or contracts will be awarded in each State up to the limit of funding available for the U.S. Commissioner of Education to use in that State as allotted under Section 142(c) of Part D of Public Law 90-576. The approximate FY 1973 allocation anticipated for each State is indicated on the attached table. The table also shows the minimum number of projects to be supported in each State and the annual funding level anticipated for each project. Since comprehensive exemplary projects will require substantial financial resources, consideration should be given in the project design to the possible coordination with relevant programs supported from other sources. Such other sources might include Parts B, G, and H of the Vocational Education Amendments of 1968, appropriate titles of the Elementary and Secondary Education Act and the Education Professions Development Act, and State and local funds.

APPLICATION PROCEDURES: For fiscal year 1973, the cutoff date for receipt of proposals will be December 16, 1972. (Submission must be postmarked no later than December 16.) Proposals must be prepared and submitted in accordance with the publication entitled: Manual: Instructions and Procedures—Exemplary Programs and Projects in Vocational Education.* Persons preparing proposals should consult with representatives of their State Board for Vocational Education in regard to project design, prior research and development work upon which the project activities might be based, and potential coordination of the project activities with other vocational education programs in the immediate geographic area and in the State as a whole. Completed proposals are to be submitted to the Bureau of Adult, Vocational, and Technical Education of the U.S. Office of Education, with copies furnished simultaneously to the applicable State Board for Vocational Education. The State Board will review each proposal and may, within a period of sixty days, disapprove any proposal. All proposals not disapproved by the State Boards will be reviewed by the U.S. Office of Education. The review will take into consideration such factors, among others, as: (1) the potential of the proposal for contributing significantly to the accomplishment of the purposes of Part D of P.L. 90-576; (2) the responsiveness of the proposal to the substantive requirements outlined under "Focus for Fiscal Year 1973" on page 2; (3) the soundness of the proposed plan of operation; (4) the adequacy of the personnel and facilities available for carrying out the proposal; and (5) the proposal's economic efficiency. State Boards and applicants will be notified of the results of the review, and grants or contracts will be negotiated with those applicants whose proposals are selected for support.

NOTE.—The above is contingent upon funds being appropriated by the Congress to support Section 142(c) activities during fiscal year 1973.

Attachment: (Table I).

TABLE I.—ANTICIPATED SUPPORT FOR EXEMPLARY PROJECTS IN VOCATIONAL EDUCATION FOR FISCAL YEAR 1973, UNDER SEC. 142(c) OF PT. D OF PUBLIC LAW 90-576

ALLOCATION BY STATES

State	Total sec. 142(c) funding anticipated for fiscal year 1973	Maximum number of projects to be supported	Anticipated annual funding level for each project	State	Total sec. 142(c) funding anticipated for fiscal year 1973	Maximum number of projects to be supported	Anticipated annual funding level for each project
Alabama	$150, 208	1	$150, 208	New Mexico	115, 581	1	115, 581
Alaska	104, 472	1	104, 472	North Carolina	173, 003	1	173, 003
Arizona	123, 372	1	123, 372	North Dakota	109, 378	1	109, 378
Arkansas	126, 546	1	126, 546	Ohio [1]	434, 887	3	144, 962
Colorado	128, 999	1	128, 999	Oklahoma	133, 472	1	133, 472
Connecticut	136, 358	1	136, 358	Oregon	127, 845	1	127, 845
Delaware	106, 925	1	106, 925	Pennsylvania [1]	446, 875	3	148, 958
District of Columbia	108, 512	1	108, 512	Rhode Island	111, 253	1	111, 253
Georgia	164, 780	1	164, 780	South Carolina	140, 974	1	140, 974
Hawaii [1]	222, 794	2	111, 397	South Dakota	109, 810	1	109, 810
Idaho	110, 676	1	110, 676	Tennessee	152, 949	1	152, 949
Illinois	172, 392	1	172, 392	Texas [1]	464, 401	3	154, 800
Indiana [1]	259, 868	2	129, 934	Utah	115, 581	1	115, 581
Iowa	138, 955	1	138, 955	Vermont	105, 626	1	105, 626
Kansas	131, 741	1	131, 741	Virginia	163, 770	1	163, 770
Kentucky	145, 014	1	145, 014	Washington	146, 024	1	146, 024
Louisiana	153, 959	1	53, 959	West Virginia	125, 681	1	125, 681
Maine	112, 985	1	112, 985	Wisconsin [1]	234, 442	2	117, 221
Maryland	149, 780	1	149, 780	Wyoming	104, 761	1	104, 761
Michigan [1]	124, 372	1	124, 372	American Samoa [1]	2, 812	1	2, 812
Mississippi	135, 348	1	135, 348	Guam	8, 806	1	8, 806
Missouri	159, 153	1	159, 153	Puerto Rico	217, 985	2	108, 992
Montana	110, 099	1	110, 099	Trust territory	6, 857	1	6, 857
Nebraska	119, 621	1	119, 621	Virgin Islands	3, 753	1	3, 753
Nevada	105, 338	1	105, 338				

[1] Includes carryover funds from fiscal year 1972.

Note: Because of the necessity of meeting continuation costs of ongoing 3-yr projects, it is not anticipated that sec. 142(c) funds will be available for initiating new projects in the States of California, Florida, Massachusetts, Minnesota, New Hampshire, New Jersey, and New York prior to July 1, 1973. It is expected that proposals from these States will be invited at a later date, in connection with the fiscal year 1974 program.

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*Copies of the publication may be obtained by writing to the Bureau of Adult, Vocational, and Technical Education, U.S. Office of Education, Washington, D.C. 20202.

[From Federal Register, Nov. 7, 1973]

Office of Education

[45 CFR PART 103]

EXEMPLARY PROJECTS IN VOCATIONAL EDUCATION

Notice of Closing Date for Receipt of Applications and Criteria for Selection of Applicants

Pursuant to the authority contained in section 142(c) of Part D of the Vocational Education Act of 1963, as amended, 20 U.S.C. 1302(c), notice is hereby given that the Commissioner of Education, with the approval of the Secretary of Health, Education, and Welfare proposes to amend Part 103 of Title 45 of the Code of Federal Regulations by adding an Appendix A to read as set forth below. The proposed Appendix A would contain additional criteria for selection of applications under the program of support for Exemplary Projects in Vocational Education.

1. *Program purpose.* Section 142(c) of Part D of the Vocational Education Act of 1963, as amended, 20 U.S.C. 1302(c), provides for Federally-administered grants for Exemplary Projects in Vocational Education. The purposes of these exemplary projects are to: (a) Create bridges between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in post-secondary programs of vocational preparation, (b) promote cooperation between public education and manpower agencies; and (c) broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socioeconomic, or other handicaps. Provisions are made for the participation of students enrolled in private nonprofit schools. The projects are conducted under grants or contracts awarded by the U.S. Commissioner of Education, in accordance with the provisions of Part D of the Act and with the applicable Federal Regulations (45 CFR Part 103). Eligible applicants may include local educational agencies, State Boards for Vocational Education, and public and private agencies, institutions or organizations. These exemplary projects represents bridge-building efforts between research and development work on the one hand and actual operations in school settings on the other hand. Exemplary projects do not involve original research and developmental activities but are based upon prior research and development. They constitute a transition of research findings and developmental efforts to program operations.

2. *Regulations and criteria.* Regulations relating to the administration of the exemplary projects program under Part D of the Vocational Education Act of 1963 are contained in 45 CFR Part 103. (See particularly 45 CFR 103.21–27.) Specific criteria for the review of applications submitted to the Commissioner of Education under the program are contained in 45 CFR 103.25. Certain changes in the regulations in Part 103 have recently been proposed in a notice of proposed rulemaking published in 38 FR 10386, April 26, 1973, relating to general fiscal and administrative provisions for all OE programs. These general regulations contain general criteria for the review of applications under Office of Education project type programs (45 CFR 100a.26). When they become finally effective, these regulations will also be applicable to the program under Part D.

In addition to the criteria for review of applications already published in the FEDERAL REGISTER, as described above, it is proposed that the priorities set forth in the proposed Appendix A to the regulation in 45 CFR Part 103 will be applicable in connection with the review of applications for new projects to be awarded in fiscal year 1974 under Part D.

Interested persons are invited to submit written comments, suggestions, or objections regarding the proposed priorities to the Division of Vocational Education Research, U.S. Office of Education, 7th and D Streets SW., Room 5051–ROB, Washington, D.C. 20202. Comments received in response to this notice will be available for public inspection at the above office on Mondays through Fridays between 8:30 a.m. and 4:30 p.m. All relevant material received on or before November 27, 1973, will be considered.

3. *Submission of applications.* Notice is hereby given that the U.S. Commissioner of Education has established December 10, 1973, as the final closing date

for receipt of fiscal year 1974 applications from the States of Florida, Minnesota, North Carolina, Puerto Rico, the Virgin Islands, and the Trust Territory of the Pacific Islands for grants for Exemplary Projects in Vocational Education.

Applications must be prepared and submitted in accordance with instructions and forms which may be obtained from the appropriate Regional Office of the U.S. Office of Education. Applicants from Florida and North Carolina should request instructions and forms from U.S. Office of Education, Regional Office, Room 550, 50 Seventh Street NE., Atlanta, Georgia 30323. Applicants from Minnesota should address their requests to U.S. Office of Education, Regional Office, 300 Wacker Drive, Chicago, Illinois 60606. Applicants from Puerto Rico and the Virgin Islands should address their requests to U.S. Office of Education, Regional Office, Federal Building, 26 Federal Plaza, New York, New York 10007. Applicants from the Trust Territory of the Pacific Islands should address their requests to U.S. Office of Education, Regional Office, 50 Fulton Street, San Francisco, California 94102.

Completed applications are to be submitted to the appropriate Regional Office, with a copy furnished simultaneously to the applicable State Board for Vocational Education. The State Board will review each application and may, within a period of sixty days, disapprove any application. All applications are not disapproved by the State Boards will be eligible for review by the U.S. Office of Education.

Direct grants or contracts are awarded in each State up to the limit of funding available for the U.S. Commissioner of Education to use in that State as allotted under section 142(c) of Part D of the Act. The approximate allocations anticipated for initiating new grants during fiscal year 1974 are: $180,500 for Florida, $155,700 for Minnesota, $230,000 for North Carolina, $277,000 for Puerto Rico, $4,000 for the Virgin Islands, and $7,600 for the Trust Territory of the Pacific Islands. In all other States and Territories, the fiscal year 1974 funds are being used to meet the continuation costs of ongoing three-year projects.

(Catalog of Federal Domestic Assistance Program Number 13.502; Exemplary Projects in Vocational Education.)

Date: October 10, 1973.

JOHN OTTINA,
U.S. Commissioner of Education.

Approved: November 1, 1973.

FRANK CARLUCCI,
Acting Secretary of Health, Education, and Welfare.

APPENDIX A—EXEMPLARY PROJECTS IN VOCATIONAL EDUCATION ADDITIONAL CRITERIA

In the making of awards from funds available for the program (in the addition to consideration of the criteria in 45 CFR 103.25 and 100a26(b)) priority will be given to projects which include a strong guidance and counseling emphasis and which involve in one operational setting a coordinated set of activities designed to carry out all of the following purposes.

a. To increase the self awareness of each student to develop in each student favorable attitudes about the personal, social, and economic significance of work, and to assist each student in developing and practicing appropriate career decisionmaking skills.

b. To increase the career awareness of students at the elementary school level in terms of the broad range of options open to them in the world of work.

c. To provide, at the junior high or middle school level, career orientation and meaningful exploratory experiences for students.

d. To provide, at grade levels 10 through 14, job preparation in a wide variety of occupational areas, with special emphasis on innovative approaches to the provision of work experience and/or cooperative opportunities for all students.

e. To insure the placement of all exiting students in either: (1) A job, (2) a postsecondary occupational program, or (3) a baccalaureate program.

(20 U.S.C. 1301, 1303(a).)

Each project may be designed for a duration of up to three years, with the understanding that only the first 12 months of activity will be supported with fiscal year 1974 funds. Support for the proposed second and third years of each project will be dependent upon availability of appropriations and satisfactory progress in the implementation of the earlier stages of the project. Since comprehensive exemplary projects will require substantial financial resources, consideration should be given in the project design to the possible coordination with relevant programs supported from other sources.

(20 U.S.C. 1301.)

[FR DOC.73-23724 Filed 11-6-73;8:45 am]

[From Federal Register, Jan. 2, 1975]

Office of Education

[45 CFR PART 103]

EXEMPLARY PROJECTS IN VOCATIONAL EDUCATION

Additional criteria for selection of applicants for fiscal year 1975

Pursuant to the authority contained in section 142(c) of Part D of the Vocational Education Act of 1963, as amended (20 U.S.C. 1302(c)), notice is hereby given that the Commissioner of Education with the approval of the Secretary of Health, Education, and Welfare, proposes to amend Part 103 of Title 45 of the Code of Federal Regulations by revising Appendix A to read as set forth below. The proposed revised Appendix A would contain additional criteria for selection of applications under the program of support for Exemplary Projects in Vocational Education for fiscal year 1975.

A. *Program purpose.* (1) Section 142(c) of Part D of the Vocational Education Act of 1963, as amended (20 U.S.C. 1302(c)), provides for federally administered grants and contracts for Exemplary Projects in Vocational Education. The purposes of these exemplary projects are to: (a) create bridges between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in postsecondary programs of vocational preparation; (b) promote cooperation between public education and manpower agencies; and (c) broaden occupational aspirations and opportunities for youths, with special emphasis given to youths who have academic, socio-economic, or other handicaps; (d) provide for the participation in the program of students enrolled in private nonprofit schools.

2. *Other program information.* (a) These projects are conducted under grants or contracts awarded by the Commissioner of Education, in accordance with the provisions of Part D of the Act and with the applicable Federal regulations (45 CFR Part 103); (b) Eligible applicants may include local educational agencies, State Boards of Vocational Education, and public and private agencies, institutions, or organizations; (c) These exemplary projects represent bridging efforts between research and development and actual operations in school settings.

B. *Regulations and criteria.* Regulations relating to the administration of the exemplary projects program under Part D of the Vocational Education Act of 1963 are contained in 45 CFR Part 103. (See particularly 45 CFR 103.21-26.) Specific criteria for the review of applications submitted to the Commissioner of Education under the program are contained in 45 CFR 103.25. General regulations relating to general fiscal and administrative provisions for all Office of Education programs are contained in 45 CFR Part 100 and 100a. These general regulations contain general criteria for the review of applications under Office of Education project type programs (45 CFR 100a.26), and are also applicable to the program under Part D of the Act.

C. *Additional criteria.* In addition to the criteria for review of applications already published in the FEDERAL REGISTER, as described above, it is proposed that the additional criteria set forth in the proposed revised Appendix A to the regulations in 45 CFR Part 103 will be applicable in connection with the review of applications for new projects to be awarded in fiscal year 1975 under Part D.

D. *Written comments.* Interested persons are invited to submit written comments, suggestions, or objections regarding the proposed additional criteria to: Division of Research and Demonstration, U.S. Office of Education, 7th and D Streets SW., Room 5002-ROB-3, Washington, D.C. 20202. Comments received in response to this notice will be available for public inspection at the above address on Mondays through Fridays between 8:30 a.m. and 4 p.m. All relevant material received not later than February 3, 1975 will be considered.

(Catalog of Federal Domestic Assistance Program Number 13.502 Vocational Education—Innovation) (Exemplary Projects in Vocational Education)

Dated: September 6, 1974.

T. H. BELL,
U.S. Commissioner of Education.

Approved: December 24, 1974.

CASPAR W. WEINBERGER,
Secretary of Health, Education, and Welfare.

APPENDIX A

EXEMPLARY PROJECTS IN VOCATIONAL EDUCATION—ADDITIONAL CRITERIA FOR FISCAL YEAR 1975

A. *Priority of Awards.* In the granting of awards from funds available for the program (in addition to consideration of the criteria in 45 CFR 103.25 and 45 CFR 100a.26), the Commissioner has authority to give priority to applications which rank high on the basis of such criteria and which propose projects that involve, in one operational setting at the senior high school level, all of the following features:

1. A strong emphasis on guidance, counseling, placement, and continuing follow-up services.

2. A coordinated demonstration of the cluster concept for occupational preparation, utilizing at least five different occupational cluster programs which have been developed through previous local, State, and/or Federal research and development efforts. (The selected cluster programs should range from those dealing with public service and human service occupations through those dealing with manufacturing and construction occupations. The selected cluster programs should be implemented and demonstrated in such a way as to include a high level of involvement of educational, business, industrial, labor and professional organizations and institutions both in the classroom and in the provision of work experience and/or cooperative education opportunities.)

3. Articulation with occupational awareness and exploration programs in feeder schools at the elementary and junior high school levels and with occupational preparation programs at both the secondary and the post-secondary levels.

In addition to the three program requirements stated above, applicants may choose to include strategies designed to familiarize secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations.

(20 U.S.C. 1301, 1302(c), 1303)

B. *Financial Sources for Projects.* Since comprehensive exemplary projects will require substantial financial resources, consideration should be given in the project design to the possible coordination with relevant programs supported from other sources.

(20 U.S.C. 1301, 1302(c), 1303)

C. *Application Review Criteria.* Criteria will be utilized by the Federal and non-Federal reviewers in reviewing formally transmitted applications in fiscal year 1975. These criteria are consistent with 45 CFR 100a.26 and 103.25. Segments of a segment of the application must address each criterion area. Each criterion area is weighted and includes the maximum score that can be given to a segment of an application in relation to the criteria. The criteria and maximum weights for each criterion area are as follows:

Maximum score: 28. Criteria: (1) *Program or Project Purpose*—The application will be evaluated on the extent to which it relates the proposed program or project to the following broad purposes of the Part D portion of the Vocational Education Amendments of 1968, P.L. 90–576.

(a) The proposed program or project's potential for reducing the level of youth unemployment.

(b) Its potential contribution to creating bridges between school and earning a living for young people, to promoting cooperation betweeen public education and manpower agencies, and to broadening occupational aspirations and opportunities for young people.

(c) Its emphasis on services for youths who have academic, socio-economic, or other handicaps,

(d) Its relevance to priority areas in vocational education as reflected in the Vocational Education Amendments of 1968, P.L. 90–576, and

(e) Its utilization of new approaches or tested innovations which have emerged from recent research.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 72. (2) *Priority Area*—The application will be evaluated on the extent to which it provides for the following three components:

(a) Guidance Services—including testing, counseling, placement and continuing follow-up services as these relate to the occupational development, preparation, and placement needs of the young people to be served.

(b) Occupational preparation through coordinated cluster programs—The proposed program or project should utilize at least five different occupational cluster programs that have been developed through previous local, State, and/or Federal research and development efforts. (The cluster programs selected should range from those dealing with public service and human service occupations through those dealing with manufacturing and construction occupations. The selected cluster programs should also be implemented and demonstrated in such a way as to include a high level of involvement of educational, business, industrial, labor, and professional organizations and institutions both in the classroom and in the provision of work experience and/or cooperative education opportunities.)

(c) Articulation—The application should provide for articulation of the cluster programs with existing or ongoing occupational awareness and exploration programs, in feeder schools at the elementary and junior high school levels, which have already permitted the young person to reach a tentative occupational choice. In addition, articulation should be provided with existing secondary and post-secondary occupational preparation programs so that the unnecessary duplication of preparation activities is avoided and the progress of a young person, through a preparation sequence leading to job placement and/or further education, is facilitated.

When the application includes strategies designed to familiarize secondary school students with occupations and the special skills required for them it will be evaluated:

(a) On the extent to which a comprehensive array of occupations is included.

(b) On the extent to which the coverage of training operations includes those options at the secondary, post-secondary, and higher education levels in both the public and private sectors, and

(c) On the extent to which a broad range of educational, business, industrial, labor, and professional people are involved in the development and delivery of such information to young people.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 32. (3) *Need*—The application should describe how the need for the project was determined, such as what types of surveys and analyses were performed and what interactions took place with students, parents, community, business, industrial, labor, and professional groups.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 28. (4) *Plan of Operation*—The application will be evaluated on the extent to which it provides a clear description of the strategies which will be used to meet the identified needs, including:

(a) A clear description of realistically attainable, measurable objectives.

(b) Procedures for achieving the identified objectives which are appropriate, technically sound, detailed, and which appear practical for wide use in vocational education.

(c) A plan for a third-party evaluation which will measure the overall effectiveness of the program or project and will determine the extent to which each of the individual objectives is achieved, and

Maximum score: 28. (4) (d) An adequate management plan, including a PERT chart or some other chart showing critical completion dates, man hours by project staff, and the other resources to be devoted to each of the project objectives.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 12. (5) *Results*—The application will be evaluated on the extent to which it:

(a) Identifies proposed results or end products anticipated, and how they will be disseminated.

(b) Specifies the procedures that will be used for making materials, techniques, and other outputs resulting from the project available to all those concerned with the improvement of vocational and technical education, and

(c) Lists specific steps that will be taken by the applicant organization to ensure that successful aspects of the program or project will be incorporated into vocational education programs supported with other funds.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 16. (6) *Personnel*—The application will be evaluated on the extent to which the qualifications and experience of the personnel are appropriate for the proposed project.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 08. (7) *Facilities and Equipment*—The application will be evaluated on the extent to which the applicant organization has committed itself to the provision of adequate facilities and equipment necessary for the success of the project.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: 12. (8) *Cost effectiveness*—The application will be evaluated on the extent to which:

(a) The estimated cost appears reasonable in the light of anticipated results,

(b) The applicant organization has secured documented assurance of support from other cooperating agencies or institutions when this appears necessary to the success of the project, and

(c) The proposed program or project is of sufficient scope to make a significant contribution to the improvement of vocational education.

(20 U.S.C. 1301, 1302(c), 1303)

Maximum score: (9). In addition to the above selection criteria, no project may be funded under Section 142(c), Part D, of P.L. 90–576 unless the following conditions are met:

(a) The application includes suitable procedures to assure that Federal funds made available for the project will not be commingled with State or local funds.

(20 U.S.C. 1303(b)(1)(C))

Maximum score: (9). (b) Provisions are made for the genuine and meaningful participation of students enrolled in nonprofit private schools in the area to be served, when their educational needs are of the type the project is designed to meet.

(c) The application includes realistic procedures for coordinating the activities of the proposed project with other programs and projects having the same or similar purposes and with the State Plan for Vocational Education.

(d) If the application is being submitted by any type of applicant organization other than a State Board for Vocational Education or a local education agency, a convincing case is made that the project would represent an especially significant contribution to achieving the objectives of Part D of the Vocational Education Amendments of 1968, P.L. 90–576.

(20 U.S.C. 1301, 1302(c), 1303)

(e) Copies of the application have been submitted to the appropriate State Board of Vocational Education for its review. (The Commissioner will not approve any application for a proposed program or project if the State board has notified the Commissioner of its disapproval of such program or project within 60 days of its submission to the State board by the applicant.)

(20 U.S.C. 1303(b)(3))

Office of Education

EXEMPLARY PROJECTS IN VOCATIONAL EDUCATION

Closing date for receipt of applications for the fiscal year 1975

Notice is hereby given that pursuant to the authority contained in section 142(c) of Part D of the Vocational Education Act of 1963, as amended, 20

U.S.C. 1302(c), applications are being accepted from applicants in the States of California, Massachusetts, Michigan, New Hampshire, New Jersey, New York, the Virgin Islands, and the Trust Territory of the Pacific Islands for grants for exemplary projects in vocational education.

Applications must be received by the DHEW Regional Office of the U.S. Office of Education on or before March 7, 1975.

A. *Applications sent by mail.* Applicants from Massachusetts and New Hampshire should address their applications to Director of Occupational and Adult Education, U.S. Office of Education, DHEW Regional Office, J. F. Kennedy Federal Building, Boston, Massachusetts 02203. Applicants from New York, New Jersey, and the Virgin Islands should address their applications to Director of Occupational and Adult Education, U.S. Office of Education, DHEW Regional Office, Federal Building, 26 Federal Plaza, New York, New York 10007. Applicants from Michigan should address their applications to Director of Occupational and Adult Education, U.S. Office of Education, DHEW Regional Office, 300 South Wacker Drive, 32nd Floor, Chicago, Illinois 60606. Applicants from California and from the Trust Territory of the Pacific Islands should address their applications to Director of Occupational and Adult Education, U.S. Office of Education, DHEW Regional Office, 50 Fulton Street, San Francisco, California 94102. All applications should be marked: Attention: 13.502. An application sent by mail will be considered to be received on time by the DHEW Regional Office if:

(1) The application was sent by registered or certified mail not later than the fifth calendar day prior to the closing date (or if such fifth calendar day is a Saturday, Sunday, or Federal holiday, not later than the next following business day), as evidenced by the U.S. Postal Service postmark on the wrapper or envelope, or on the original receipt from the U.S. Postal Service; or

(2) The application is received on or before the closing date by the mail room of the appropriate DHEW Regional Office. (In establishing the date of receipt, the Commissioner of Education will rely on the time-date stamp of the mail room or other documentary evidence of receipt maintained by the DHEW Regional Offices.)

B. *Hand delivered applications.* An application to be hand delivered must be delivered to the appropriate DHEW Regional Office at the address indicated in paragraph (a) above. Hand delivered applications will not be accepted by the DHEW Regional Offices after 4:00 p.m. local time on the closing date.

C. *Program information and forms.* Applications must be prepared and submitted in accordance with instructions and forms which may be obtained from the appropriate DHEW Regional Office at the address indicated in paragraph (A) above.

(20 U.S.C. 1302(c))

Simultaneously with the submission of an application to the appropriate U.S. Office of Education, DHEW Regional Office, the applicant must submit a copy of the application to the applicable State board for vocationoal education. The State board for vocational education will review each application and may, within a period of sixty days, disapprove any application. All applications not disapproved by the State boards will be eligible for review.

Direct grants or contracts are awarded in each State up to the limit of funding available for the U.S. Commissioner of Education to use in that State as allotted under section 142(c) of Part D of the Act. The approximate allocations anticipated for initiating new grants during fiscal year 1975 are: $355,464 for California, $171,595 for Massachusetts, $100,000 for Michigan, $109,221 for New Hampshire, $187,053 for New Jersey, $315,734 for New York, $7,563 for the Trust Territory of the Pacific Islands, and $8,000 for the Virgin Islands. In all other States and territories, the fiscal year 1975 funds are being used to meet the continuation costs of ongoing three-year projects.

D. *Applicable regulations.* The regulations applicable to this program include the Office of Education General Provisions Regulations (45 FCR Part 100a), published in the Federal Register on November 6, 1973 at 38 FR 30654 and the Vocational Education Regulations, Parts C.D. and I (45 CFR Part 103), published in the Federal Register on August 15, 1974 at 39 FR 29361.

(20 U.S.C. 1302(c))

Dr. PIERCE. The curriculum development program has made a unique contribution to vocational education. In our part I program the two priorities for fiscal year 1975 are the identification of new and emerging occupations, with curriculum development in these areas and a survey of available Department of Defense instructional materials related to vocational education. Between fiscal years 1970 and 1974, 123 curriculum development projects were funded. Of these, 45 are ongoing. Although collectively these projects have addressed all the purposes specified in the 1968 amendments, most of them can be classified in one of seven categories: vocational education curriculum with an emphasis on occupational clusters; career education; emerging and expanding occupations at the postsecondary level; curriculum for groups with special needs; training curriculum, personnel development, and familiarizing teachers with curriculum packages; nationwide curriculum coordination and exchange through a network of curriculum laboratories and surveys of available curriculum materials.

Next, I would like to focus for a moment on the topic of evaluation. A contract was awarded to evaluate the effectiveness of the part D demonstration program. To make this assessment, site visits were made to demonstration projects funded with the commissioner's share of part D funds. The study also gathered information on State-administered projects through visits to State departments of education where information was collected about the replication of these projects, funding patterns and costs within the State. The final report for this evaluation is due next month.

A second study by the National Academy of Sciences is assessing parts C, D, and I in order to make recommendations for future funding strategies.

The results of these evaluation studies will be used to improve program planning, the utilization of funds, program management and the dissemination and implementation of the results of these programs. The findings of these two studies should enable us to furnish you with better recommendations concerning legislative changes which might be needed in these programs.

In summary let me illustrate a few of the achievements of parts C, D, and I under the vocational education amendments of 1968:

Each State has a research-coordinating unit which provides information on new practices in vocational education and assistance in implementing them.

Each State has at least one ongoing part C project which is contributing new information in one of five priority areas in vocational education.

Each State has at least one ongoing part D demonstration project in career education.

A system of occupational information called vital information for education and work, VIEW, was developed with funds from many States to provide information on microfiche about course offerings and jobs available in a particular locality. VIEW projects are in 34 States. Over 7 million students are receiving information through its materials.

Four curriculum projects were developed in the fields of biomedical equipment, electromechanical technology, laser and electro-optical technology. These curriculum materials are being used in 33 States.

Two curriculum efforts in small business ownership with an emphasis on minorities, one at the junior high school level and one at the adult level, are in the testing phase.

Cassettes to help develop employability skills for disadvantaged adults are in use in urban adult basic education centers.

In addition I have copies of detailed descriptions of the most recently funded projects in each of these programs which I would like to submit for the record.

Thank you again for the opportunity to discuss with you today the programs authorized under parts C, D, and I of the Vocational Education Amendments of 1968.

I will be happy to answer any questions you may have.

Mr. SIMON. Thank you very much, Dr. Pierce.

The items you mentioned will be placed in the subcommittee files.

Mr. SIMON. Dr. Robert Taylor?

We will take your testimony. Then we will have a chance to ask questions of all of you.

STATEMENT OF DR. ROBERT TAYLOR, DIRECTOR, CENTER FOR VOCATIONAL EDUCATION, OHIO STATE UNIVERSITY

[Prepared statement of Dr. Taylor follows:]

PREPARED STATEMENT OF DR. ROBERT E. TAYLOR, NATIONAL CENTER FOR VOCATIONAL EDUCATION, THE OHIO STATE UNIVERSITY

I appreciate the Committee's invitation to report on research, development, training and dissemination activities of The National Center for Vocational Education at The Ohio State University. In addition, I would like to comment briefly on the pending vocational education legislation, particularly the provisions for research and training.

First, however I commend this distinguished Sub-Committee for the vision they have demonstrated in shaping recent vocational education legislation and especially for establishing regenerative and self-renewal mechanisms through provisions for research and training as an integral part of the Vocational Education Act of 1963 with its amendments. In my judgment, these are prime examples of appropriate Federal investments and have contributed to marked improvements in vocational education's capacity to meet its goals.

I want to support the provisions of H.R. 3037. In my view, it is a progressive, balanced, and comprehensive piece of legislation. I applaud its increased emphasis on comprehensive state-wide planning and evaluation, and the continuing emphasis on accessibility and equity for all groups. Its provisions for maintaining the integrity of the single-state agency are essential in my judgment. In addition, its provisions for vocational guidance and exploration, support for secondary and post-secondary and adult programs and student organizations are desirable. Further, Parts D and E should assure continuing self-renewal and revitalization through improved programs of teacher education, leadership development, placement and follow-up, applied research and curriculum development. I believe that you will find in my discussion of current programs and activities of The Center that we are now engaged in mainstream efforts designed to further these goals.

THE NATIONAL CENTER FOR VOCATIONAL EDUCATION

As a backdrop to reporting on our current activities, it is important to understand The Center's role and relationships in the vocational and career education communities.

The concept of a Center for Vocational Education developed through a joint agreement among the United States Office of Education, The Ohio State University, and the profession. Operating as an independent unit of The Ohio State

University under the Office of the Provost. The Center's mission is to increase the ability of diverse agencies, institutions, and organizations to solve educational problems relating to individual career planning and preparation. The Center fulfills its mission by:

Generating knowledge through research
Developing educational programs and products
Evaluating individual and program needs and outcomes
Installing educational programs and products
Operating information systems and services
Conducting leadership development and training programs

The Center's research, development, training and dissemination of products partially reflect its performance on these goals. A recent inventory identified 140 research and development projects completed by The Center on a wide variety of problems. It has developed a broad array of educational products such as curriculum and guidance materials for students in elementary through high school grades; performance-based instruction for preparing vocational teachers; materials for in-service education of teachers and administrators at all levels; handbooks, instruments and procedural manuals needed to accomplish such necessary tasks as evaluating a state system of vocational education, devising a guidance system tailored to local priorities and available resources, selecting vocational program and course offerings, defining the task requirements of an occupation, and planning the introdcction of an innovation. It has developed one of the major models of career education in collaboration with six local school districts involving 85,000 students, 3,600 teachers and administrators, and provided a variety of evaluation, consulting, investigative, analysis, and review services to schools and to state and federal agencies. The Center founded and operated an information clearinghouse in vocational and technical education as part of the ERIC system which provided *Research in Education* with organized and indexed abstracts of research and related reports. As described in Section 152 of H.R. 3037. The Center for the past 7 years has published quarterly *Abstracts of Research Materials* (ARM) and *Abstracts of Instructional Materials* (AIM) in vocational and technical education. These have become the standard reference sources and means of access to the curricula and literature in all occupational fields. The Center's list of 292 publications includes 98 research and development reports, 41 leadership training documents, 25 bibliographies exclusive of AIM and ARM, 101 review, analysis, synthesis, and interpretive reports, and 27 occasional papers.

These activities, products, information resources, and The Center's professional staff have drawn in excess of 10,000 visitors to The Center from throughout the United States, its territories and foreign countries to learn of its work, use its resources and facilities, and consult with its staff. To date, 29 university professors, deans and administrators have spent sabbatical leaves at The Center engaged in advanced study. Similarly, professionals from foreign countries have spent time at The Center learning about education in America, using Center resources, and consulting with Center staff as they attempted to develop or improve programs in their own countries. More than 245 doctoral students in 17 different departments of the University have been employed as half-time research associates on Center activities where they have had a unique opportunity to exercise and develop their professional skills and then to go on to responsible and leadership positions in diverse institutions across the United States. Professional associations, interest groups, consortia, federal agencies, councils, panels, committees, and state and university officials have found The Center a facilitating environment for their meetings.

Rather than work in isolation from its clientele, The Center has worked in concert with its constituents. More than 195 contractual collaborative agreements have been undertaken with 71 universities, 49 state departments, 28 school districts, 16 professional associations, and 4 business and industrial organizations. In addition to contractual activity, The Center has continuously involved these organizations in field site activities. This conscious concern for clientele involvement is manifested by our current field site activity in 25 states as shown in Appendix B. Special expertise has been utilized to augment staff skills wherever needed so that consultants from a wide variety of special fields and experiences have participated as advisors, reviewers, evaluators, writers, speakers, and short-term members on many Center activities.

The Center's 160 full-time equivalent staff currently include senior professionals and graduate research associates supported by technical, administrative, and clerical personnel. The actual number of staff substantially exceeds this figure. The interdisciplinary staff is comprised of individuals selected from throughout the nation with educational preparation and experiences proportionally reflective of three areas: Vocational education, general educational areas (e.g., curriculum, guidance, administration), and supporting disciplines (e.g., psychology, sociology, anthropology and engineering).

A summary of Facts About The Center is presented in Appendix C.

In essence, The Center was designed to be a national strategy for the initiation of a comprehensive research and development program which would sustain major programmatic improvement, serve as a catalytic agent to innovation, and assist and strengthen other groups and organizations working in this area.

Current Major R & D in Vocational and Career Education Supported by USOE and NIE

Early in the evolution of The Center when it was funded as an institution (under a 5 year continuation grant), our multidisciplinary staff, in consultation with national advisory groups, USOE, and others, identified several R & D program areas. These major needs-problem areas were of national significance and were selected to provide maximum assistance to leadership groups in improving the delivery of vocational education. The needs-problem areas formed the basis for the development of programmatic efforts designed to impact on the areas and generate viable alternative solutions.

Typically, these programs integrated research development, and field testing in schools, state departments and universities to produce useful systems and products which would exert maximum leverage on major need-problem areas. They were further characterized by their multi-year sustained focus and adherence to national priorities. Additionally, they required The Center's "full-service" capacities in evaluation, training and information services to assure rapid and effective use by the field.

The major program areas selected were:

1. Individual Career Planning.
2. Management and Evaluation System.
3. Professional Personnel Development in Vocational Education.
4. Curriculum Planning and Design.
5. Diffusion.
6. Career Education.

A major effort has been maintained in disseminating our products and securing full utilization. Concurrent to the R & D programs, we have conducted 280 national and regional seminars for 9,500 state and national leaders. The need for interaction between R & D leadership, development and product utilization is critical. It is becoming increasingly difficult to successfully plan and orchestrate these activities under present funding patterns.

The descriptions of current work emphasize activities supported by USOE and NIE.

INDIVIDUAL CAREER PLANNING

Career Planning Support System

One of the best examples of sustained, systematic programmatic work through The Center is in the area of career planning. Beginning in 1966 with the National Interdisciplinary Seminar on Vocational Guidance and Vocational Education Research and Practice, The Center immediately began research in a number of priority areas identified during the Seminar, such as transition from school to work, problems of worker adjustment, career preparation for women, and a national survey of vocational education programs for the disadvantaged. Concurrently, it initiated a series of annual conferences on systems under development in the career guidance field. This provided a clearinghouse of information for personnel engaged in major systems under development, assured rapid exchange of information, and avoided redundant effort. These earlier R & D activities fed into a major national needs assessment of vocational guidance involving over 6,500 parents, students, high school teachers, guidance workers, principals and superintendents in 48 states in 353 schools. The study identified a number of problems and deficiencies in the current guidance efforts. Our current program on career planning support systems is designed to organize current knowledge (our own and others) into a systemic effort to identify and help high schools provide optimal assistance to individual career planning.

The current program will provide a procedural model designed to enable high school teachers, counselors, administrators, community representatives, *and students* to work together to support vocational and career education programs by dealing rationally and effectively with such problems as: How do we decide what career support services should be provided? Who should provide a particular service—teachers, counselors, community volunteers—or a mix of staff? How do we best organize to deliver the services? How can we get students more involved? Is there good program continuity from our junior to senior high schools? Are all students being served—girls as well as boys, blacks as well as whites? Do we hand our students a diploma at graduation and say, "Good luck," or do we help them with the transition to their next step, that is, jobs and/or further education? How do we determine what career planning techniques are available and which are best for our students? How do we know when our programs are no longer meeting the real needs of students, and how do we build in self-correcting mechanisms? *How can we be maximally accountable to students, parents, and taxpayers within our resource contraints?*

Pragmatic questions such as these emphasize a clear need in American education. High schools want and need a master planning guide which will help them organize and implement an effective career guidance program, but at the same time be flexible enough to consider the uniqueness of each school, and community.

The procedural model or package of materials includes system guides, audiovisual presentations, survey questionnaires, and instructional manuals which provide step-by-step procedures for schools to plan, develop, implement, and evaluate career guidance programs for *all* high school youth. Appropriate staff development materials are also included as part of the package.

Special career guidance techniques for women and minority youth as well as a program for facilitating students in their transition from school to work are included in the Career Planning Support System. Career guidance methods are being developed specifically for women students which will enable them to consider the broad range of career options and career patterns available today and in the future. New guidance techniques are being developed for minority youth who have been historically neglected by the overemphasis on white, middle-class, college-bound Americans. One approach under development is to assure that adults who actually influence minority children are properly informed about educational and occupational opportunities. Another approach is to establish influential adult models for those children who have none. Career guidance methods are also under development to assist students with their transition from school to work. They include innovative strategies to be used by schools, namely job placement and follow-up programs, job-seeking clinics, and courses to improve the individual's skills in coping with work entry adjustment problems.

The Center is working through 13 state departments of education in field testing the Career Planning Support System components. It involves 50 schools with approximately 51,000 students, 3,100 teachers, administrators and counselors and 500 community representatives as advisors. It is projected that the Career Planning Support System will be available for national dissemination in late 1976. The project was initiated under the sponsorship of USOE and is currently funded through a contract with the National Institute of Education.

A related survey is being conducted of minority and disadvantaged student attitudes toward vocational education. Historically it has been noted that a negative attitude toward vocational education has prevailed in this group. Reports and guidelines developed will be of direct assistance to vocational educators, counselors, and administrators in assisting members of minority and disadvantaged groups in planning their occupational preparation activities, and in establishing programs designed to improve the image which this population holds toward vocational education. The survey report and vocational education teacher-administrator guidelines will be available September 30, 1975. The project was initially sponsored by the Bureau of Occupational and Adult Education, USOE and currently under contract with NIE. (Similar cumulative follow on activities extending over several years are true of the other major program areas of The Center.)

As an aside, it also should be evident that staff working in these fundamental problem areas have become increasingly knowledgeable and competent in these critical areas. This kind of continuation effort is best facilitated through multi-year institutional support.

MANAGEMENT AND EVALUATION SYSTEMS

The current activity in this program area is the development of an advanced Management Information System for Vocational Education (MISVE) for use by state and local education agencies and designed for educational managers concerned with needs assessment and better planning and accountability through the improved utilization of information.

We believe that eventually the use of the system can also assist greatly in providing current, relevant information for national planning. This advanced system builds upon our earlier development of the "Statewide System for Evaluation of Vocational Education" which has been drawn upon heavily by many states in the design of their current vocational education information systems. The initial development of the "Statewide System" benefitted from field experiences in Alabama, Arizona, Kentucky, Michigan, New Jersey, and New Mexico.

MISVE consists of an information subsystem and a computer program support subsystem which together enable the decisionmakers to obtain almost immediately and in a useful format the information which he needs. The information subsystem is structured to provide information related to sets of management objectives derived from the four major goals of the Vocational Education Act (a fifth goal relates to state related concerns) and tempered by the judgment of expert practitioners from all levels. The subsystem includes 12 detailed data collection instruments and specific operational procedures which can be adapted to meet unique user requirements. Data are collected at the secondary, post-secondary, and adult levels about: (1) student characteristics (e.q. disadvantaged and handicapped), (2) general follow-up of former students, (3) job placement, (4) educational outcomes, (5) vocational programs and services, (6) instructional facilities, (7) instructional costs, (8) equipment and materials, (9) state and local staffing and assignments, (10) local plans for vocational education, and (11) manpower requirements.

The system provides for use of manpower data collected through a variety of approaches (e.g., U.S. Department of Labor generated occupational information and locally generated manpower surveys) and inserted into MISVE via coding crosswalks. Most MISVE data are collected at the local school district level and can be aggregated to produce regional and state totals.

Although MISVE provides users with data collection instruments, this information system does not require the use of a fixed set of data elements. The system's software structure permits small or large data bases with modifications being made at the user's option.

The computer program support system makes use of a highly advanced but readily installable "data base management system." Computer programs which are required for using a data base management system in conjunction with the information subsystem (e.g. load, update, edit) will be available as part of the documentation supplied to users.

The product package will contain a number of non-technical documents to enable administrators of vocational education programs to assess the potential value of the MISVE for their needs. In addition, of course, there will be the technical manuals which provide information needed to adapt, install, operate, and maintain the system with a minimum of external assistance. The system and its multiple products will be available December 1, 1975. This project originated under USOE sponsorship and is now being conducted under contracts with the National Institute of Education and USOE. Initial design and development took place in Kentucky and Colorado. Field testing of the operational system is scheduled to begin shortly in Colorado.

PROFESSIONAL PERSONNEL DEVELOPMENT IN VOCATIONAL EDUCATION

Performance-Based Teacher Education Curricula

Vocational teacher preparation must be focused on the efficient acquisition by prospective teachers of competencies identified and validated as essential to the teaching-learning process. Too often vocational teacher education programs are subject-centered and group-oriented. Certification is, unfortunately, more a matter of taking the required courses than being able to teach. There is a paucity of teacher education materials that are based on competencies identified as critical to successful vocational teaching that facilitate the individualization of instruction, and that require the teacher to actually demonstrate the required competencies. In the course of The Center's teacher research studies, 384 teaching competencies have been identified. Using these competencies as a basis for development, the major outputs of the program will include approximately 118 performance-based teacher education "modules", common to all vocational education service areas, for preservice and/or in-service education use. (By module, we mean a unit of instruction and learning which can stand by itself or in combination with other modules for more flexible and individualized instruction.)

The performance-based modules constitute vocational teacher education curricular materials organized in modular form. The modules are grouped into ten categories: (1) Program Planning, Development, and Evaluation (15 modules); (2) Instructional Planning (6 modules); (3) Instruction Executive (29 modules); (4) Instruction-Evaluation (6 modules); (5) Instructional Management (9 modules); (6) Guidance (6 modules); (7) School-Community Relations (10 modules); (8) Student Vocational Organizations (15 modules); (9) Professional Role and Development (8 modules); and (10) Coordination (14 modules).

Each module will assist teachers in developing one or more specified competencies. Most modules will be completely self-contained and may be selected to correspond with a teacher's anticipated responsibilities and/or his immediate in-service needs. A module development handbook and related student and staff orientation materials are also under development.

More efficient teacher education programs and more proficient vocational teachers should be the immediate outcome and much better prepared vocational students the final result. While the products from this project will be available on an incremental basis, all products will be completed by July 31, 1976. This effort was initiated under USOE and is presently funded by the National Institute of Education. Development of prototype materials was carried out cooperatively with the University of Missouri, Oregon State University and Temple University. We are now engaged in a final field test in cooperation with Florida State University, University of Northern Colorado, Colorado State University, and Rutgers University.

Although 38 universities from 35 states have asked to participate in the test, constrained funds have limited us to the three states mentioned earlier. A much more effective test design would involve at least ten universities and would simultaneously expedite the installation and use of these unique materials.

CURRICULUM PLANNING AND DESIGN

Vocational curricula and training programs must be responsive to a variety of student needs but certainly one extremely important set of needs consists of the occupational skills which enable the individual to enter and succeed in the work force. The usefulness of curricula for preparing students for careers depends upon reflecting accurately the performance and conceptual content of the occupations to be studied. Curricula developed by using timely and comprehensive descriptions of what is done by workers in particular occupations can help give assurance to students, parents, teachers, and employers that the skills and knowledges to be learned are truly relevant to successful performance in the occupations.

Curriculum Content Derivation

Procedures and guidelines are nearing completion at The Center which will aid developers of vocational curricula and training programs to accurately identify occupational performance requirements and to select curriculum content which most warrants formal training consideration. Like the other projects of The Center, this activity has involved extensive nationwide cooperation of vocational education agencies. For example, seven USOE regional curriculum laboratories have gathered vital data for this research from workers on the job, from employers, and from occupational teachers and trainers.

The procedures and guidelines are based upon a "task inventory" process for deriving job content for training consideration. Explicit detailed descriptions of the procedures, along with illustrative materials from several occupations, are being prepared for curriculum developers in a set of user manuals. Among the parts of the process to be included will be procedures and guidelines to aid developers to: (1) define scope of occupational training interest; (2) develop task inventories, i.e., comprehensive lists of meaningful units of work performance expressed as worker tasks at a level of detail that permits useful training distinctions and decisions to be made: (3) identify classes of specialized technical knowledge which have practical use to workers in the effective performance of their jobs; (4) select questions to be asked to provide desired descriptive information on task relevance and/or criticalness; (5) design and conduct questionnaire surveys to obtain desired job performance information from samples of workers and of their job supervisors; (6) compute selected summaries and analyses of the task survey data; and (7) select the critical job content that warrants training consideration and prepare statements of terminal performance objectives.

These procedures and guidelines to help identify and select curriculum content are useful to developers of vocational curricula and occupational training programs in: (1) Secondary and post-secondary, public vocational programs; (2) community and junior colleges; (3) occupational training programs of business, industry, and labor; (4) research and development agencies; (5) technical institutes; (6) private trade, technical, and business schools; (7) military training schools, (8) manpower training programs; and (9) training programs within governmental agencies.

Other uses of the task inventory procedures include the validation of employment tests, preparation of job descriptions, job redesign, and performance evaluation. The project was initiated under USOE support and is now sponsored by the National Institute of Education. Products will be available for release after February 1976.

A closely related project at The Center funded through the Bureau of Occupational and Adult Education, U.S. Office of Education, is the Task Inventory Exchange. This project serves as a central, nationwide clearinghouse for collecting and disseminating occupational task inventories. Often, task inventories are generated for specific jobs in organizations or occupational areas with a limited intent of use on the part of their developers. These same inventories may have much wider applications and use if their existence is made known and copies become available. However, because their existence is not known and they have not been made generally available, others elsewhere needlessly construct task inventories for the same or similar jobs.

The purpose of this cost effective project is to increase the availability and sharing of task inventories in order to minimize the duplication of effort in their development and to maximize efficiency in the use of existing ones by business and industry. We estimate that substantial resources will be saved by the schools, curriculum laboratories, government agencies, and industry not only by elimination of duplicate task analyses but also of duplicate efforts across the nation in trying to locate existing adaptable inventories.

The project has solicited task inventory publications through the distribution of a brochure and insertion of notices in 15 leading professional journals. It is also conducting comprehensive searches for task inventories contained in the data bases of ERIC, NTIS, AIM/ARM, and Xerox University Microfilm Ph. D. dissertations, and is making nationwide contacts with researchers in the field to obtain their products. It has published the first volume of the *Directory of Task Inventories*, a compilation of bibliographic references to 77 publications containing task inventories for 280 job titles or occupational areas. The second volume to be published by December 1975 is expected to contain references to 200 or more task inventory related publications.

The exchange is providing a service of reproducing Task Inventories on a cost-recovery basis. It will supply microfiche and paper copy reproductions of task inventory publications or portions thereof for which production permission is available. A review of research literature on task inventories methodology including development and use will be made and synthesized into a research report as an additional activity. The report will be published by July 1975.

Cooperative Adult Education

Vocational educators have customarily been faced with the problem of (1) providing realistic skill training and experience for students enrolled in vocational programs and, (2) providing students with the kind and level of skills demanded by industry. Progress was made during the last decade toward funded The Center to identify and study adult vocational education programs

The Bureau of Occupational and Adult Education, U.S. Office of Education, has funded The Center to identify and study adult vocational education programs which are cooperatively sponsored by industry and State Departments of Education in the 50 States and Trust territories. The project will provide for: (1) definition and development of a set of practical guidelines and critical concerns (or standards) for cooperative adult vocational education programs; (2) identification and study of cooperative adult career education programs in the 50 States and Trust territories in light of the critical concerns; (3) documentation and dissemination of project information which will have practical application for cooperative adult vocational education programs.

Project outcomes available in October 1975, include guidelines for development or evaluation of cooperative programs, listing of programs, abstracts of selected programs, descriptive reports of programs visited, and a national dissemination strategy to distribute project information.

Development and Utilization of Metric Education Instructional Materials in Vocational, Technical and Adult Education

The development of metric instructional materials is critical. Most of the world uses the metric system and the U.S. is converting to compete in a world market. Vocational, technical, and adult basic education students need to learn its use in order to perform successfully in occupations.

The purpose of the Metric Education project is the development and utilization of metric education instructional materials in vocational, technical, and adult education. The project's initial task was to identify existing metric instructional and reference materials and prepare an annotated bibliography. *Metric Education: An Annotated Bibliography for Vocational, Technical and Adult Education*, contains 369 citations, each giving information about content and instructional strategies, educational level, price, and complete ordering address. (Available May 1975)

The Metric Education project will also provide educators in local school programs with: (1) Metric instructional packages for five selected occupational areas in each of the 15 occupational clusters (available in 1977), and (2) an implementation guide for infusing the metric education packages into local vocational and adult education programs (available in 1977).

During the development and review of metric materials, project activities are involving a wide range of individuals and groups representing the views of business and industry, vocational education, adult education, metric groups, government, mathematics education, trade associations, and metric materials developers and suppliers.

The project is being conducted pursuant to a contract with the Bureau of Occupational and Adult Education, U.S. Office of Education.

CAREER EDUCATION

The Center exerted early national leadership in the career education movement. It was selected by the U.S. Office of Education to serve as the prime contractor for the Comprehensive (school-based) Career Education Model. This activity was undertaken with school districts of Atlanta, Georgia; Los Angeles, California; Hackensack, New Jersey; Pontiac, Michigan; Jefferson County, Colorado; and Mesa, Arizona. During the last few months, The Center hosted the first National Meeting of State Career Education Coordinators conducted by USOE Associate Commissioner Kenneth Hoyt. During our Tenth Anniversary Week activities last month, we co-sponsored with NIE the First National Career Education Forum which attracted over 350 local, state and national leaders in career education, as well as representatives of the R & D community, business, industry, labor unions and others.

Occupational Exploration Program

Occupational exploration is a program of planned educational experiences for students in grades 7-9 designed to provide ways for students to actively explore many different kinds of work. Twelve prototype simulations around twelve major occupational clusters were developed during 1973-74 and currently are undergoing field test and refinement in the Jefferson County Public Schools, Lakewood, Colorado.

Simulations provide a realistic cost-effective means of assuring opportunities for students to explore the full range of occupational opportunities irrespective of their availability locally and without the problems of safety and other hazards associated with some occupational areas. The simulations are intended to be expanded with real-life interactions available in the community.

The Occupational Exploration program is designed to expand students' horizons and help them create an experience and information base for making their own career decisions. It should also assist some students to choose a tentative route through school toward some occupational objective. It is not intended to prepare students for specific jobs in the same way that vocational training does. Few twelve to fourteen year-olds are prepared to make such definite commitments, and even those few can benefit from further occupational exploration.

Two phases of the Occupational Exploration Program for grades 7–9 students will induce active investigation of the world of work: (1) work activities reflecting occupational clusters will be simulated by students within the classroom; and, (2) complementary exploration materials will help the students make decisions and plans in terms of their emerging career needs and interests and also learn to exploit community resources.

Occupational exploration program materials make use of the fact that jobs fall into twelve broad occupational groups, or clusters: manufactuirng, education, construction and more. Each cluster can be characterized by typical combinations of jobs and skills and associated life styles.

Simulation modules have been developed to provide the contexts, arrangements, and props for dynamic, short-term situational encounters with job roles and relationships. Students can choose to carry out representative jobs in various occupations (e.g., pharmacologist at a health and welfare agency, troubleshooter in a radio-TV repair shop), yet the jobs and working combinations of people represent the real world of work, and the enterprises are typical of those in the actual occupational cluster.

After a brief overview of the cluster, students choose whether or not to invest themselves in the simulation on the basis of a short, highly motivational introduction, which may be an illustrated booklet, a film, filmstrip, or game. Then they select their roles, carry out the typical processes, and often produce some real product or service. They may develop an advertising campaign, or create a hair style. Through the simulations, students have frequent chances to assess their own preferences and performance. Thus, they may better organize their own knowledge and feelings about a job area and its roles.

Simulations are supported by teachers' packets and a student introduction to using simulation in learning first-hand about jobs.

Publication of materials is projected for 1976–77. The project is operated under a contract with the National Institute of Education.

Establishing Professional Development for Career Education in Colleges and Universities

Early on, The Center recognized the "critical path" of college and university preparation programs of personnel development in the ultimate development and installation of career education. This need was dramatically reinforced by the National Conferences for Deans of Colleges of Education and for Faculties of Educational Administration we conducted in 1972. Follow-up studies of those in attendance indicated an immediate need for personnel development materials and programs.

This project will establish one career education personnel development planning team in each of the ten U.S. Office of Education regions for the purpose of planning career education personnel development programs tailored to the needs of institutions in a particular region. The planning teams are comprised of leadership representatives from: (1) USOE regional offices; (2) State Departments of Education; (3) State universities; (4) public schools, and (5) business/industry/commerce.

A number of products which will directly impact on the quality and quantity of career education personnel development in colleges and universities will be available for distribution on June 30, 1975. These include: (1) Instrumentation for evaluation of sessions regarding career education personnel development; (2) career education personnel development resource file of field consultants by regions; (3) compilation of USOE regional office designs for extending university-based career education personnel development planning team approaches to other states of the region; (4) composite of state department of education designs for a state plan for other universities to prepare career education personnel development planning teams, and (5) a handbook of teamwork approaches for career education personnel development at the university level. The project is sponsored by the Bureau of Occupational and Adult Education, U.S. Office of Education.

Model Secondary School for the Deaf (MSSD)

One segment of the population most severely affected by society's rapid changes includes those whose hearing is impaired. By providing for equity and equality of education to lessen the effect by these changes, the federal government seeks to assure that by the year 1977 every handicapped child who leaves school has had career education training that is relevant to the job market, meaningful to his career aspiration and realistic to his fullest potential.

This project represents a cooperative venture between the Model Secondary School for the Deaf (MSSD) and The Center with the express purpose of identifying and developing programs which will assure the expressed needs of the MSSD career education effort. All products of this effort will directly reflect close cooperation and coordination with teachers of the deaf. The products include four career education programs (orientation to career education, curriculum unit implementation, career planning, and guidelines for developing career education programs).

In addition, 15 curriculum units will be developed which are appropriate for MSSD students and which can be infused into their existing curriculum. Implementation of these educational products should significantly assist MSSD in meeting the career education needs of the deaf. The material will be available December 1, 1975. The project is funded trhough the Bureau of the Handicapped, U.S. Office of Education.

DIFFUSION

Career Education Product Installation Handbook

The Career Education Product Installation Handbook is being developed at The Center and sponsored by the National Institute of Education to help "advocates" of career education efficiently install useful products. We have been able to do this because of our continuing programmatic research in the diffusion processes. Since 1966 we have carried out a number of studies in this area and, of course, have engaged directly in facilitating the utilization of Center products.

The handbook is designed to enable career education product exponents to: (1) describe their products accurately and in a manner which is appealing to the intended users, (2) diagnose barriers to systematic progress in the installation of products, (3) plan for installation activities within time and cost constraints, (4) select installation tactics to attain incremental objectives in the installation strategy, and (5) evaluate the impact of product installation activities.

The Handbook is organized into four main sections: (1) *Introduction*—for project directors who have been asked to implement career education in local education agencies; (2) *Planning an Installation Strategy*—assists the user in organizing and planning activities which lead to the acceptance of career education products and materials; (3) *Implementing the Strategy*—compares the planned installation activities with time and cost constraints; and (4) *Assessing the Impact of the Strategy*—provides the user with some general guidelines for evaluating installation activities.

With the cooperation of state education agencies, the Handbook is being tried out in 21 school districts in Florida, Ohio, and Texas during the 1974–75 school year and will be available after October 1975.

MAJOR DISSEMINATION AND UTILIZATION ACTIVITIES

From its inception The Center has fulfilled an essential "clearinghouse" function in the collection, storage, synthesis and dissemination of information.

Further, it has emphasized product utilization through publication, services and training. This area of activity has been the most difficult to support and maintain a coherent, integrated organizational posture across a number of separately funded projects.

Dissemination of Career Education Products

Curriculum and staff development materials were developed through the Comprehensive Career Education Model project at The Center for Vocational Education and under the sponsorship of U.S.O.E. and the National Institute of Education. These 43 curriculum units and related products are designed for use by teachers and others involved wtih the development, installation and associated staff training of career education programs.

Career education materials growing out of earlier work with CCEM are now available for dissemination. These include 30 teacher's guides, 11 staff development guides, and 2 community involvement units.

In the development of all of these products, teams of local, state and university-based personnel were established and involved in the writing of the materials under The Center's staff direction. This included personnel from six local school districts (Los Angeles, California, Mesa, Arizona, Pontiac, Michigan, Atlanta, Georgia, Hackensack, New Jersey and Jefferson County, Colorado). Subsequently, other groups of local, state and university-based personnel were used to field test and revise the products.

The 30 teacher's guides consist of sets of learning experiences K-12 that focus on various elements of career education, career awareness and exploration, and beginning competency and skills. Each unit contains a student objective, overview, resource list, teacher preparation tasks, learning activities, and evaluation-summary.

The focus of the staff development products is on suggested goals, strategies, and resources for planning the administration and implementation of career education. The guides should be especially useful to local and state education agencies, and university/college personnel who are responsible for planning various in-service education programs for staff.

The community involvement materials contain background information, references, planning models, and suggestions for development programs to secure community support and participation in school-based career education.

Abstracts of Instructional and Research Materials in Vocational and Technical Education (AIM/ARM)

Finding and using relevant information frequently is a major task for researchers, curriculum specialists, teachers, administrators, and students. The Center is dedicated to making useful and vtial information accessible so that it may be used to improve school practice.

Through abstracts designed to present useful information about materials, the *Abstracts of Instructional and Research Materials in Vocational and Technical Education (AIM/ARM)* publication provides educators quick access to in-use or under-development instructional and research materials. The vocational education instructional materials laboratories, local school systems and professional associations such as the Vocational Instructional Materials (VIM) section of the American Vocational Association, all contribute to this effort. The system is provided to facilitate current and future demands of persons or organizations working in the vocational and technical education fields. A bimonthly abstract journal, annual index, computer search tapes and microfiche are available by subscription. This project is responsive to Section 152 of HR 3037 and sponsored by U.S.O.E.

OTHER ACTIVITIES

In addition to these federally supported major program areas, our career education efforts and information and field services, The Center is currently serving as the initiator and manager of a national alliance of local schools supported by district funds working on the further development of Career Education materials and programs. We also are providing research concerning new technologies, curriculum development and instructor training services for two international labor unions and national contractors' associations. We have done work for state vocational education advisory councils and the U.S. Department of Transportation on its development of training programs growing out of the Highway Safety Act.

PROBLEMS AND LIMITING FACTORS AFFECTING THE CENTER

There are severe problems and constraints under present funding arrangements which sub-optimize our potential service and effectiveness. Several key points that should be made about these foregoing programmatic efforts:

(1) they were all started when The Center had institutional support under the Vocational Education Act.

(2) the dissemination funding for effecting the full utilization of the products is not in sight at this time. We should concurrently with their final development be undertaking activities to *assure* rapid installation and utilization.

(3) to take advantage of these investments and expertise, planning should be underway *now* for the logical and essential continuation efforts growing out of these major programs, but funding is not available.

(4) Over the past several years, the percent of The Center's support from vocational R & D funds has been diminishing (see Appendix D). The consequences of this lowering level of support from vocational education funds have seriously eroded our capacity to respond to major problems in vocational education, to maintaining and strengthening our linkages with key agencies such as USOE, state departments (including RCUs), universities, instructional material laboratories in vocational education, employer groups and others. Further, as a public institution, The Center's broad-based constituency has developed a set of expectations of us for information, publications, consultation and other services which we can go longer honor under present funding regulations. *We are in danger of "turning off" people and agencies we have worked years to "turn on"*. This decrease in support from vocational research and training funds, the problems in "project" funding, places in jeopardy our ability to maintain The Center's integrity and, obviously, our effectiveness to the eduactional community and those we serve.

Under short-term funding, and fragmented disjointed projects efforts The Center has experienced a reduction in its capacity to undertake long range planning, initiate exploratory studies and feasibility efforts, as well as a restriction of its flexibility to conduct try-outs on a small scale, seeding promising efforts, convening concerned groups around key issues, and catalyzing the efforts of other groups. The difficulty in obtaining multi-year funding due to current procedures, severely limits the kinds of activities which can be proposed and undertaken. Followup studies, longitudinal investigations, "develop-test-revise" sequences and many other important kinds of work require more than one year to complete.

Over the past decade, funding for research and development has contributed substantially to vocational education's capacity for self-renewal. There is an urgent need to strengthen policies and provisions for research and development activities which have regional and national significance. Through the Commissioner's share of the funds, it is possible to achieve cost-effectiveness by undertaking research and development on *common* problems, thereby reducing the need for each individual state to invest in this area. Additionally, there are problems which are truly national and regional in character which need to be undertaken through the Commissioner's portion. In this area, a strong and adequately funded national research and development center with appropriate regional and state linkages can provide the "critical mass" of talent and resources to impact on priority areas such as state planning, individual career planning, placement and follow-up procedures, teacher education, more efficient instructional systems and especially improved delivery systems for special groups. In my judgment, such provisions are essential in attaining Congressional goals in Vocational Education.

Specifically, under the current provisions which require the Commissioner's share (50%) to be distributed to the states by formula, it is difficult (if not impossible) to fund a national center and major programmatic efforts. Currently, The Center's national activities compete with Ohio's priorities in the allocation system to the states. HR 3037 addresses this problem and provides for the Commissioner's share to be discretionary and to be invested in attacking problems of national significance. The earlier drafts of the Administration's bill also carried this provision.

Further, HR 3037 explicitly indicates *support* for a national center or centers for R & D. I would urge that the committee accept these provisions.

The recognized seriousness of the current situation and its impact on the field is evidence of continuing support of The Center by the states, as highlighted in the attached resolution adopted by the National Association of State Directors of Vocational Education at their annual meeting in New Orleans in December, 1974. (See Appendix E) You will note that the association urges the U.S. Office of Education to provide adequate support for the national center and reaffirms its earlier position of support.

Thank you for this opportunity to report progress, programs and current problems associated with The Center. I will be glad to try to respond to any questions you may have.

Appendix A—Personal Data Sheet

ROBERT E. TAYLOR—DATA SHEET

Professional Responsibilities at The Ohio State University

Director, The Center for Vocational Education

Associate Dean, College of Education and College of Agriculture and Home Economics

Professor, College of Education and College of Agriculture and Home Economics

Current Activities Outside the University

Member, Committee on Vocational Education R & D, National Academy of Sciences, National Research Council

Chairman, Council on Educational Development and Research, Inc. (CEDaR)

Editorial Director, Career Education Series, Charles E. Merrill Publishing Company

Educational Background

Ph.D., The Ohio State University, 1961

M.A., University of Arizona, 1953

B.S., University of Arizona, 1952

Business Address: The Center for Vocational Education, 1960 Kenny Road, Columbus, Ohio 43210

Home Address: 3759 Klondike Road, Delaware, Ohio 43015

Appendix B—Current Field Site Activities

CURRENT FIELD SITES ACTIVITIES

Alaska	
Juneau Public Schools	Career planning support system.
Kodiak Public Schools	Do.
Palmer Public Schools	Do.
Talkeetna Public Schools	Do.
Wasilla Public Schools	Do.
Arizona (pending):	
Avondale Public Schools	Career planning support system.
Flagstaff Public Schools	Do.
Cottonwood Public Schools	Do.
Nogales Public Schools	Do.
California:	
Salinas Public Schools	Alliance for career education.
Colorado:	
Jefferson County Public Schools	Occupational exploration.
State Department of Education	Management information system for vocational education.
University of Northern Colorado	Performance based professional education curricula.
Colorado State University	Do.
Lakewood Public Schools	Transition from school to work.

Delaware:	
Georgetown Public Schools	Curriculum design and development.
Dover Public Schools	Curriculum design and development.
Camden-Wyoming Public Schools	Do.
Newark Public Schools	Do.
Wilmington Public Schools	Do.
Florida: Florida State University	Performance based professional education curriculums.
Illinois:	
Morris Public Schools	Curriculum design and development.
Rockford Public Schools	Do.
Joliet Public Schools	Do.
Freeport Public Schools	Do.
Bloomington Public Schools	Do.
Decatur Public Schools	Do.
Belleville Public Schools	Do.
Glen Ellyn Public Schools	Do.
Morton Public Schools	Do.
Villa Park Public Schools	Do.
Springfield Public Schools	Do.
Kentucky:	
Frankfort Public Schools	Curriculum design and development—Career planning support system.
Ashland Public Schools	Career planning support system.
Alexandria Public Schools	Do.
Radcliff Public Schools	Do.
Louisville Public Schools	Do.
Bardstown Public Schools	Curriculum design and development.
Paintsville Public Schools	Do.
Covington Public Schools	Do.
Maryland:	
Baltimore City Public Schools	Attitudes of minority students toward vocational education.
Michigan:	
Lansing Public Schools	Curriculum design and development—career planning support system.
Detroit Public Schools	Career planning support system.
Flint Public Schools	Alliance of career education.
Wyoming Public Schools	Career planning support system.
Royal Oak Public Schools	Do.
Battle Creek Public Schools	Curriculum design and development.
Dearborn Public Schools	Do.
Port Huron Public Schools	Do.
Mason Public Schools	Do.
Mississippi:	
Jackson Public Schools	Career planning support system.
Oxford Public Schools	Do.
Meridian Public Schools	Do.

Missouri:	
Jefferson City Public Schools	Career planning support system.
Flat River Public Schools	Do.
Normandy Public Schools	Do.
Kansas City Public Schools	Do.
Baldwin Public Schools	Do.
Columbia Public Schools	Do.
Montana:	
Laurel Public Schools	Career planning support system.
Missoula Public Schools	Do.
Seeley Lake Public Schools	Do.
New Hampshire:	
Concord Public Schools	Career planning support system.
Peterborough Public Schools	Do.
Somerworth Public Schools	Do.
Hampton Public Schools	Do.
New Jersey:	
Rutgers University	Performance based professional education curricula.
New York:	
Bronx Public Schools	Curriculum design and development.
Cobleskill Public Schools	Do.
Huntington Public Schools	Do.
Niagara Public Schools	Do.
Watertown Public Schools	Do.
Westbury Public Schools	Do.
North Carolina:	
Concord Public Schools	Career planning support system.
Fayetteville Public Schools	Do.
Winston-Salem Public Schools	Do.
Ohio:	
Ashland Public Schools	Evaluation of career motivation.
Columbus Public Schools	Transition from school to work.
Garrettsville Public Schools	Career planning support system.
Smithville Public Schools	Curriculum design and development.
Pennsylvania:	
Temple University	Performance based professional education curricula.
Philadelphia Public Schools	Alliance for career education.
South Carolina:	
Charleston Public Schools	Alliance for career education.
Tennessee:	
Nashville Public Schools	Administration of vocational education assessment of employment demands.
Utah:	
Weber School District	Career planning support system.
Ogden School District	Do.

Virginia:	
Norfolk Public Schools	Curriculum design and development.
Petersburg Public Schools	Do.
Washington:	
Bellevue Public Schools	Career planning support system.
Issaquah Public Schools	Do.
Longview Public Schools	Do.
Spokane Public Schools	Do.
Walla Walla Public Schools	Do.
Wisconsin:	
Fond du Lac Public Schools	Curriculum design and development.
Green Bay Public Schools	Do.
LaCrosse Public Schools	Do.
Madison Public Schools	Do.
	Alliance for career education.
Milwaukee Public Schools	Do.
Oconto Falls Public Schools	Curriculum design and development.

APPENDIX C—FACTS ABOUT THE CENTER FOR VOCATIONAL EDUCATION

FACTS ABOUT THE CENTER

The Center's Director is responsible to the Provost of the University.

Ohio State University has built two buildings with its own funds to provide space for The Center.

The Center currently is conducting 50 projects under 26 contracts for the following sponsors:

- U.S. Department of Health, Education and Welfare
  - National Institute of Education
  - Office of Education
- U.S. Department of Transportation
- National Training Fund of the Sheet Metal and Air Conditioning Industry
- Ohio State Advisory Council for Vocational Education
- Ashland (Ohio) Vocational School
- Milwaukee (Wisconsin) Public Schools
- Madison (Wisconsin) Public Schools
- Philadelphia Skill Center, Philadelphia Public Schools
- Salinas (California) Union High School
- Flint (Michigan) Community Schools
- Local Education Administration, Nashville, Tennessee
- Sears Foundation
- National Joint Painting, Decorating, and Drywall Apprenticeship and training committee
- J. C. Penney Company
- National Center on Education Media and Materials for the Handicapped
- State of Ohio

Since its inception in 1965 The Center has:

Completed 98 research reports, 41 leadership materials, 25 bibliographies, 101 informational publications, 27 occasional papers, and 61 issues of AIM/ARM.

Distributed 250,677 copies of 292 Center publications.

Distributed 152,000 copies of the 54 issues and 7 annual indexes of AIM/ARM.

Conducted 280 training and leadership development activities for 9,500 participants.

Engaged in 195 collaborative activities with 71 universities, 49 state departments, 28 school districts, 16 professional organizations, and 4 businesses.

Provided 29 professional educators from other institutions and agencies their sabbatical leave at The Center.

Employed 245 individuals as graduate research associates while engaged in study at The Ohio State University in 17 academic departments throughout the campus.

Currently The Center has:

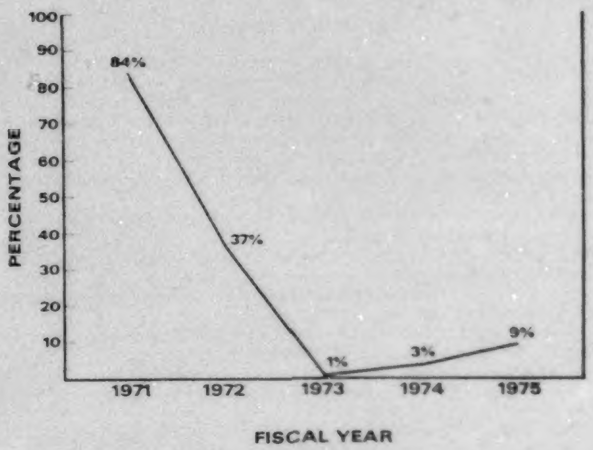
Field test activities underway in 102 local schools, 11 state departments of education, 6 colleges and universities, 9 vocational schools, and 4 technical colleges in 25 states

70,912 students, 4,100 teachers, 800 parents, and 720 business and industry representatives are involved in field test activities.

An interdisciplinary staff supported by all sources of 169 full time equivalent members selected from throughout the nation to work on Center programs and projects. Professional staff have educational preparation and experience proportionately reflective in three areas: vocational education, general education and supporting disciplines.

APPENDIX D—FINANCIAL SUPPORT OF THE CENTER FROM VOCATIONAL EDUCATION LEGISLATION

FINANCIAL SUPPORT OF THE "CENTER" FROM VOCATIONAL EDUCATION LEGISLATION
1971-1975



APPENDIX E—RESOLUTION OF THE NATIONAL ASSOCIATION OF THE STATE DIRECTORS OF VOCATIONAL EDUCATION

RESOLUTION OF THE NATIONAL ASSOCIATION OF THE STATE DIRECTORS OF VOCATIONAL EDUCATION

Re continued suport of the National R. & D. Center for Vocational Education.

NEW ORLEANS, LA., *December 10, 1974.*

Recognizing the continuing need for research, development, dissemination and training in vocational education which in part can most effectively be provided through a National Center, and the sustained support of The Center at The Ohio State University by the National Association of State Directors of Vocational Education and the American Vocational Association, be it

Resolved, that the National Association of State Directors of Vocational Education reaffirm its resolution of September 17, 1970 (Tab A) and indicate continued support to the American Vocational Association's House of Delegates resolution of December 12, 1963 (Tab B) and continue to urge the Office of Education to provide adequate support for the National Center.

FRANCIS TUTTLE, *President.*

RESOLUTION PASSED BY THE BOARD OF DIRECTORS OF THE NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION; THURSDAY, SEPTEMBER 17, 1970

Recognizing the general excellence of the program and activities of The Center for Research and Leadership Development at Ohio State and the many contributions it has made to Vocational and Technical Education throughout the U.S., be it resolved that the Executive Committee of the National Association of State Directors reaffirm its support of this Center at Ohio State and its leadership training seminar for the directors.

Because of the management and staff expertise at The Center and the education and economic efficiencies to be achieved through building on these existing strengths we therefore encourage continued support for The Center by the O. E. and the states and request that authorized financial support be achieved for the O.S.U. Center before additional centers are established. Further as new Research, Development and Training initiatives are contemplated in Vocational Education we request that consideration be given to the feasibility of the Center's providing some of these services.

RESOLUTION PASSED BY THE HOUSE OF DELEGATES OF THE AMERICAN VOCATIONAL ASSOCIATION—ATLANTIC CITY, N.J., DECEMBER 12, 1963

NATIONAL CENTER

Whereas, the current social and economic climate places increased urgency on the need for an expanded, extended, and improved program of vocational and technical education including new techniques to meet changing needs; and

Whereas, pending legislation proposes additional aid for expansion and adjustment of vocational education to meet these training needs and emphasizes the importance of more effectively attacking problems to meet these needs which involve the several existing vocational services and new services which do not now exist; and

Whereas, these increased responsibilities place greater demands on state staff leadership, thereby creating greater need for in-service leadership training and advanced study for present and prospective staff members; and

Whereas, a National Center for Advanced Study and Research in Agricultural Education has been established and has aided the profession in meeting these increased responsibilities; and

Whereas, such a Center limited to agricultural education can provide only limited service in the broad field of vocational education; and

Whereas, a National Center for advanced study and research in vocational education is needed for cutting across and going beyond present areas, as well as depth study in each area is needed; and

Whereas, the establishment of a national center for advanced study and research in vocational and technical education would provide a means of meeting significant needs for state staff and research development in over-all vocational services as well as providing for the unique needs of each service; and

Whereas, a National Center for advanced study and research in vocational education would supplement and extend existing state and institutional programs as well as stimulate such existing programs; *therefore, be it*

Resolved, that the AVA approve in principle and support the establishment of a National Center for advanced study and research in vocational and practical arts education which would include strong advanced study and research programs in each vocational and practical arts education service under the direction of an over-all National Center staff which would promote and strengthen over-all administrative and supervisory leadership development of vocational education, coordinate research efforts, and develop methods and programs to meet needs not being met in present programs.

Dr. TAYLOR. Thank you, Mr. Chairman.

I appreciate this opportunity to report on the progress that the National Center for Vocational Education has had.

I will observe the admonition to be brief.

Also I would like to comment on the progress which I think has occurred as a result of the vocational legislation and particularly to commend the subcommittee for their vision in building into the legislation regenerative and self-renewal mechanisms through research and training.

I would also like to support the provisions in H.R. 3037 and indicate that I think it is a progressive, balanced and comprehensive piece of legislation and particularly to mention that parts D and E, which deal with the self-renewal and revitalization elements in vocational education through research and curriculum development, are particularly essential.

I think you will find that in the report on the Center's activities we are engaged in mainstream efforts which will further the goals of the legislation.

Briefly by way of background the National Center at Ohio State University is independent. It reports to the Office of the Provost and has as its mission the development and ability to aid diverse agencies, institutions and organizations to solve educational problems relating to career planning and preparation.

We do this through conducting research, through the development and field testing of materials, through the evaluation of these projects and activities in realistic field settings, with the conduct of national leadership, seminars and activities and in addition provide information services and products.

If you have copies of my testimony I will direct you to appendix C. That very quickly highlights some of the facts about the Center, its current sponsorships, the kinds of projects and reports that we have conducted.

I would point out that over the last several years we have conducted some 280 national training and leadership development activities affecting over 9,500 participants. Most of these are State and university level personnel that we have engaged in 195 cooperative efforts, in 71 universities, 49 State departments of education, 28 school districts, 16 professional organizations and four business organizations.

Further we have an interdisciplinary staff that is made up of vocational personnel, general educators and behavioral scientists.

I call your attention to the field activities of the Center where we are presently working on 70,000-plus students, 4,000 teachers, 800 parents, 720 business and industry representatives. These activities are listed in B1.

You have there before you the 25 States that we are currently working in, in the projects that are underway.

Specifically we want to try to further characterize the Center as an agency that engages in major programs of research and development. By "programs," I mean long-term activities that typically involve research and development field-testing, evaluation, leadership and dissemination. These typically call for interdisciplinary research teams and the impact on major systemic intervention, such things as the mainstream effort for the preparation of teachers, State management and evaluation systems and vocational education, individual career planning, support systems and items of this nature.

On page 9 of the testimony is the beginning of the report on one of our major program areas that is currently being supported by the

National Institute. This was begun under the funding that we were responsible to the U.S. Office of Education.

The thing that characterizes this support system in program areas is that it represents a sustained long-term activity to impact on major problem. The problem is the way that schools and communities, the optimal way, can assist young people in developing rational, valid, and realistic career employment.

The first activity to begin with is a national interdisciplinary research seminar to peak up research priorities. We undertook a number of research activities in such areas as transition from school to work, problems of worker adjustment, unique problems of career preparation in planning for women.

For example we did research at the high school level. We disseminated to some 3,300 schools that requested copies of these curriculum materials in 48 States. This activity was undertaken 5 or 6 years ago, moving toward the development of this major system.

Currently following those activities we then did a national assessment in the area of career guidance and this involved over 6,500 parents, students, high school teachers, guidance workers, school administrators in 48 States, 353 schools.

Out of that we identified a number of deficiencies that were in the present system. As a result of that needs assessment, our own research and the research and development of others, we were able to synthesize and put together a model that would develop a high school career planning and support system.

That was the design that was started last year in six schools in six States and is now operational in advanced field testing in some 43 high schools in 13 States.

We hope and expect that as a result of this year's activity to be able to refine this with the advice and input that we get from the field and the State departments and to have a product that will be disseminated across the country.

Another major program area that I would like to comment on quickly is our work that we have underway in the area of State management and evaluation systems.

This grew out of earlier work. We will have available, later this fall, a State management information system that will be useful to the States and local districts and to policy groups in evaluating, assessing, and programing for vocational education.

Additionally, it has the flexibility and characteristics to do correlational kinds of studies, to be able to match students' characteristics with certain kinds of on job behaviors, to be able to do correlation with certain types of delivery and instructional systems and later follow up their success of graduates and so on.

In addition it does provide feedback mechanisms to local districts and teachers to provide information in the mainstream effort that is peaking up shortly in the area of personal development.

We are currently wrapping up the field test of 118 performance-based teacher education modules. These modules are based on the common competencies and skills required by all types of vocational teachers irrespective of the occupational area, designed to be both an efficient and a proficient means of providing and assuring competence in performance by prospective teachers.

I would also say that this particular project was developed in the field with Oregon State, the University of Missouri and Temple University and we are currently field testing it in Florida State, Northern Colorado, Colorado State.

This particular program represents a good example of some of the constraints and problems that were faced in the research and development area.

For example we have 38 universities from 35 States that have asked to participate in the test. To have a rational and valid test we really ought to have 10 universities and further we would have 10 universities that were in a position to act as regional dissemination and information centers. The funding was not available. This shows some of the problem in the area of curriculum development and design.

Our major areas of activities have been focused on contact derivation, assuring that vocational instruction is relevant to the job, based on task inventories and other appropriate techniques.

These materials that we are developing are also useful in the evaluation of employment tests and some of the current litigation that surrounds these kinds of problems.

Further elaborating, a test inventory exchange provides these materials that have been generated for vocational and instructional materials, laboratories, State departments, local school districts. It is also being used by private industry and other groups.

This work also involves corroborative adult education programs sponsored by the States and business and industry. We will be reporting that project out soon.

We are also working in the area of the obilgations of metrification to vocational education. We are developing instructional packages in five selected occupational areas based on the 15 occupational clusters.

Dr. Rieder has reported in large measure on some of our work in the career education area, the area work done in the school districts of Los Angeles, Atlanta, Pontiac, Jefferson County, Colorado, Mesa, and Hackensack, N.J.

Those staff development materials, community development guidelines, are at press and will soon be available.

Additionally we are in the field test of a series of assimilation units in the area of occupational exploration which will assist high school students to more realistically and comprehensively assess career options, explore the real world of work and make more valid career choices.

A final research area that we have worked in is the area that deals with diffusion. How do you diffuse through an organization structure tested innovations, how to accelerate the adoption and utilization of the output of research and development?

We are now picking up a career education handbook that will be available in assistance in this particular area.

The point I would like to make is that these five or six major program areas are mainstream efforts. They are selected to be complementary and reinforcing. They will and in fact have made a difference in our impact.

Dr. Pierce has mentioned briefly our work in trying to disseminate the research and the curricular materials in vocational education.

Some 7 years ago in the discretionary funding we implemented abstracts of instructional materials. We now have some 9,000 pieces of curriculum on computer tape, searchable by occupation area, by grade level and by other suitable characteristics.

These tapes have been shared with the State research coordination units and we publish every 2 months abstracts of materials in this area.

The products and the activities that I just mentioned have been supported by the Office of Education, National Institute for Education.

We additionally are doing work for 200 national labor unions, a national contractors' association. We are supported by private industry and other areas and related activities.

In summary I would like to leave with you this section dealing with problems and limitations which presently affect the Center.

I think the point I am trying to make is that in essence we are presently suboptimized and we are capable and able to provide more service and be more effective than we presently are.

The major projects and programs that I have reported to you were all started when the Center had institutional support under the Vocational Education Act.

Further the dissemination funding mechanisms for effecting the full utilization of these products are not in sight at this time.

We ought to be looking toward currently in the final development and testing stage on activities that would assure rapid utilization and dissemination.

We ought to also take advantage of these prior investments and expertise and planning ought to be underway now for the logical and essential continuation efforts that grow out of these; for example our high school career planning support system ought to be immediately adapted and tested in postsecondary community colleges and other comparable educational institutions.

We did additional extensions of our State management and evaluation system.

There is need for more work in performance-based teacher education, personnel development, impacting on State administrators and local administrative personnel for performance-based kinds of materials.

Over the past several years the percentage of the Center's support from vocational R. & D. funds has been diminishing.

If you will turn to appendix D you will notice that in 1971 we were [illegible] percent supported by our vocational R. & D., moving down to less than 1 percent in 1973 and up to now 9 percent in 1975.

I do not want to mislead the committee. That is our level of funding. But it is in fact the percentage of our support that comes from vocational R. & D.

My point is that a National Research and Development Center for Vocational Education ought to be supported out of vocational R. & D. funds. Where the funding comes provides a base for strengthening ties with the operating bureau for better coordination and joint planning and better ties to constituency in the field.

What is happening is that additionally in the transition from institutional support to project-to-program-type funding the Center's broad-based constituency of State directors, teacher educators, local directors, and others, have developed a set of expectations for information, for services, for consultation, for publication that we can no longer honor and we are in danger of turning off people that we have worked literally a decade to turn on.

Further the project-type support places in jeopardy our ability to maintain our institutional integrity and obviously our effectiveness to the educational community and those we serve.

Under short-term fundings it is difficult to undertake long-range planning, initiate exploratory studies and feasibility efforts, to develop tests, revise activities, as is expected of a national R. & D. center.

Further the cross-over and interaction between projects is not provided for in narrow project-type funding.

The point I would like to leave with the committee is that under the present arrangements those research funds are distributed by State formula and the new legislation, at least H.R. 3037, provides that the Commissioner's share will be available for projects of national scope and significant without respect to the State formula.

Under the present arrangement the Commissioner's share of the State formula, Ohio now gets about $185,000. Even if all of that was assigned to the Center for projects of national significance, it is not adequate to maintain the kind of operation and to impact on the problems that are needed.

Furthermore it means that Ohio in effect is bearing the full burden of a national center. Then it ought to be funded by all the States.

Recognizing this problem, the National Association of State Directors of Vocational Education last December passed a resolution which is appendix D1.

They recognize in that resolution in effect that apart from the research and development, dissemination and training in vocational education can in fact most effectively be provided through a national center.

They in effect sustained their support of the center at Ohio State University and urged the Office of Education to provide adequate support for the center.

They did this recognizing that in effect the present provisions would decrease the support in the formula to their own individual States.

So I leave the committee with the thought that the present resolution before you, H.R. 3037 or one of them at least—and I also understand that earlier drafts of the administration bill have the Commissioners having discretionary—it would be possible to fund the center as an activity of national significance.

Further, H.R. 3037 has in it specific language which calls for the support of a national center or centers and I would urge the committee's support of that language.

Mr. SIMON. Mr. Mottl?

Mr. MOTTL. Dr. Taylor, I just want to compliment you and your staff and the entire center of Ohio State for doing an outstanding job in this area.

I certainly hope the committee would join me in thinking that we ought to appropriate enough funds for a national contribution for the upkeep and support of this fine center.

Mr. SIMON. Thank you. I am not sure I should address this to Mr. Elliott or Dr. Rieder. But the funding level—we have heard of the excellent work you are doing—if I read the figures correctly you are moving from a 12.7 million funding level down to 9.9.

First of all, is my reading of the figures accurate? If so, if it is simply a budget squeeze, what is the justification for that kind of drop?

Mr. ELLIOTT. Mr. Chairman, your reading of the figures is entirely accurate. That drop is accounted for primarily by the termination of two major projects which were under support in 1975 and which will be coming to a conclusion by the time 1976 is reached.

One of those projects will be entirely completed in 1975. The other one runs out after another 6 months of funding.

That happens to be the Montana-Glasgow Air Force Base. Dr. Rieder mentioned briefly in her comments that the idea is that—the research and development having been completed—the operational cost would then be picked up through Department of Labor or possibly other sources of funding. That is proposed in our budget.

I would like to ask Dr. Rieder if she would like to add some comments.

I would say one other thing and that is with the limit of funding which I have just mentioned, our budget does provide for approximately $2½ million worth of new activities.

The intent is to establish a strong base from which we can expand further into the future.

Mr. SIMON. Dr. Rieder?

Dr. RIEDER. Just one comment. Work-related education is also being conducted in other parts of the institute, such as the 2.3 million in competency-based education.

I think a second factor is that we have also tried to respond to congressional concern and also the criticism of some educators that more money be placed in dissemination.

So the institute has made a decision to triple the amount of funds that are going into this important area. With limited resources one can't put as much money as one would like across the board.

Mr. SIMON. So both of you are saying that there will not be a diminuation of research activity on the part of your agencies as a part of this?

Mr. ELLIOTT. Very much to the contrary. What we are saying is that when there are available funds we think we are planning a very good base from which there can be significant expansion in the future.

Mr. SIMON. Thank you.

Let me toss one very fundamental question at all three of those who have testified, if I may.

We have heard of successes on the part of research. What are we to learn by way of failures in the past year? I am not confining it to 1 calendar year.

Dr. Pierce?

Dr. PIERCE. I will start on that. Let me give you a specific example. The evaluation study of the part D projects, that I mentioned earlier, will be finished next month. Preliminary drafts and the evidence from that study suggests that there are some techniques, there are some efforts, that have been attempted in the schools, that have not been fully successful.

You can look at whether the individual students accomplish the program based upon the available instruments for measuring successes in such programs. We will disseminate those results, which in a sense include failures, along with the successes.

Another thing I think one has to say is that in any kind of project, a curriculum project, a particular kind of demonstration project, we always disseminate only those that go through a series of criteria to measure success.

You don't often actively disseminate the failures. But what you make sure of is that you only disseminate those things that do indeed improve the program. We don't talk about the failures a lot because there is not much point in discussing things that don't work. That means we discuss only those that do work.

Dr. RIEDER. In general I think there are three major reasons for failures. First, the project is poorly conceived initially; for example, when a request for a proposal does not identify the problem or hypothesis very well or the research methodology is inappropriate or inadequate.

Second, an incompetent contractor grantee may be selected and third, the dissemination activities are inadequate to implement the project.

Let me cite a specific example here. Several career education resource catalogs are being developed which will provide information to teachers on curriculum, facilities, case studies of innovative programs, and teacher activity. Three of these are going to be excellent. However, one of them will not be as useful as we had hoped.

There are two reasons why this is not going to be a success. First, the project was insufficiently conceived in the planning stage. We didn't lay out the target audience nor their needs very carefully.

Second, there was insufficient competition, resulting in the selection of a mediocre contractor and I think there was too little emphasis during the selection process placed on the criteria of staff competence and experience. In other words the proposal was better than the people the contractor had to carry it out.

As a second example I think the Mountain Plains project about which both Emerson Elliott and I spoke earlier clearly could have been a failure, given what we inherited. But I think after working with it over the past 3 years, it is clearly a success in terms of the objectives that we have laid out for it.

Dr. TAYLOR. Speaking of failures, you have to remember that in many instances you are confronting the state of the art. You are not trying to press back into darkness. In many instances you are not living up to expectations. So we therefore have to be able to undertake some risk-taking work in research.

I would submit that too often the present funding patterns of RFB's have request for proposals unsolicited encourage contractors to submit proposals.

An area we worked with in the last year to 18 months dealt with trying to identify those unique behaviors and competencies needed by teachers to succeed with our city growth, with the disadvantaged.

Our results were inconclusive. Our measurements were not sufficiently sensitive. We should try to go back and pursue that and we ought to be able to.

Mr. SIMON. Thank you. Incidentally, I agree with you. I think we too often in government don't like to be associated with failures, because we don't want to go out into the darkness, as you suggested.

One final question before I turn this over to my senior colleague—not senior in years but in terms of service here—Mr. Quie, Dr. Taylor, I notice you use the term "occupational" frequently, "vocational" almost as often, and "career" such less frequently.

I am just curious as to your reaction to the sudden injection—not "sudden"—but the recent injection of the phrase "career education" onto the scene.

Dr. TAYLOR. As I point out in the text, the center has been one of the national leaders in the development of career education. I think it is a viable and useful concept. It hopefully introduces a new polarity and sense of purpose into American education around the area of career development.

I think it further provides a kind of an optimal context or setting within which vocational education can function.

I don't believe you can have career education without viable vocational education. Career ed without vocational training and preparation is a fraud.

Mr. SIMON. Mr. Quie?

Mr. QUIE. Thank you.

Do you have any figures on failure in research in, say, defense, health, agriculture?

Mr. ELLIOTT. I don't happen to have any. I am sure there must be something like Project Hindsight.

I have a feeling that one does learn a very great deal from failures, very often in the state of the art and what it is we are able to do.

Mr. QUIE. I suppose a substantial portion of the effort would be failure, wouldn't it?

Mr. ELLIOTT. I would assume that is correct. I think very often it is a question of definition. What is a failure? How far does one go?

Mr. QUIE. I know we sometimes think of it as a failure if we are pursuing a project or we did research towards a particular result and we find out things we never expected to find.

But I am wondering if there is any computation of the amount of failure, because nobody would expect we would have success in every venture.

Mr. ELLIOTT. I wish I could give you a more specific answer. I suspect we may not be able. I recall the example that Dr. Rieder used just a moment ago on the Glasgow project.

I think that one can look at the success in reducing the overall cost levels and operating that program in such a way over the past 2 or 3 years so that the costs are sharply down.

We can see a significant employment rate of the individuals who went through that program and of the income returned. Clearly that is an indicator of success.

We are not yet to the point where we know that other localities are going to pick it up on their own. There have been numerous discussions with Governors and other people in the various localities.

As I remarked a few minutes ago, we have been working with the Labor Department about the possibility of picking up that funding.

But what does one say success is and at what point do you make that claim? I think that is really very difficult.

Mr. Quie. Dr. Pierce, you indicated that you disseminate information about the successes.

Do you do some dissemination about failures?

Dr. Pierce. Yes, in other ways, Mr. Quie. One of the ways we do that is through the six curriculum laboratories that we are supporting with the Commissioner's discretionary funds throughout the Nation. One of the purposes of those labs is to see to it that people don't try to rediscover the wheel, and to take on projects that have already been initiated either in the region that they serve or someplace else nationally. To the extent that they prevent those projects from being replicated, that is in a sense a dissemination of failure.

One other response would be the Wilms study that was mentioned. That represents at least one measure, if you look at it one way, of a certain kind of failure. That has been widely distributed. We are going to learn from that in vocational education, in trying to improve the kinds of materials that are available.

Another sense of failure perhaps is the lack of women in nontraditional occupations. Obviously we are providing that kind of information to people.

To say that we disseminate a specific project and do a very precise job of talking about a specific project that has indeed proven to be a failure, I guess I would say we don't do a lot of that except as we look at whether it is going to be replicated someplace else.

Mr. Quie. The problem of, for instance, sex bias in curriculum, that isn't the result of research. That is the failure of programs to meet the needs of women. We don't need research to show that.

Dr. Pierce. Except that research has been done to prove that women have not been allowed to participate in programs. They have not been counseled into programs. So from the standpoint of that particular piece of research, it reflects a failure of the program.

Mr. Quie. One thing that comes to my mind is the assumption outside of vocational education that elementary and secondary classrooms that have 20 students instead of 30 would have much more success.

From research I have seen, it doesn't make any difference.

Dr. Pierce. That is right.

Mr. Quie. Yet the assumption seems to be carried on in all the schools. In St. Louis they had classes of 20. That doesn't seem to be disseminated anyplace.

Dr. Pierce. We have to work closer with NIE concerning the way they disseminate information like that.

But I do know that the State of New York did an exhaustive assessment of all the studies that have ever been done having to do with teacher-pupil ratio. They disseminated that widely. The study found that unless you get down to about 8 to 1 or over, about 30, 35 to 1, there doesn't seem to be much relationship between student achievement and student-teacher ratio.

It is Federal role to disseminate information on all those kinds of activities. I think I will let NIE respond to that.

Mr. **Quie.** I would like to hear from Emerson. This fallacy is accepted like the fact that water freezes at 32° It is in everybody's mind. That is what we are talking about.

Mr. **Elliott.** The report from New York that Dr. Pierce mentioned, that was a fairly extensive report on all the research that has been done in the teacher-pupil ratio area for the President's Conference on School Finance that was held a few years ago.

I believe that response was fairly widely distributed. There are a number of people already who are asking that question each year and getting back the abstracts or, if they want, the entire document. I believe it provides 10 million pieces of information in response to requests.

When people see that sort of thing, if it is contrary to what they believe, they will look elsewhere for evidence to support their beliefs.

I believe that would indicate something about the state of the art.

There may be important characteristics that affect the way the teacher perceives her/his ability to control what goes on in that room and to be on top of the situation, which is not necessarily reflected in the achievement scores. So there may be things we ought to have measured if our measuring instruments were perfected or if there had been a broader study.

Dr. **Taylor.** The abstract that we published the last 7 years at the Center does pick up all the research and development in the vocational field even beyond that which is reflected in the Vocational Education Act.

The abstract goes to State university personnel and to some 2,500 subscribers. Additionally, we carry a section on projects underway, so that when a project is funded under the State's portion of the share, it is immediately abstracted and picked up. It makes known nationally that here is work underway. So there is an avoidance of redundant effort when both negative and positive findings are shared.

Mr. **Quie.** Dr. Taylor, let me ask you about the Center. You have a table in the back of your testimony which indicates that Federal financial support of the Center for vocational education in 1971 was 84 percent; 1972, 37 percent; 1973, 1 percent.

What other Federal money is there? One percent hardly makes it a national center.

Dr. **Taylor.** That is exactly my point. We have had during that time support from the National Institute. But the burden of my message is that the National Center for Vocational Education ought to be funded from the vocational education legislation and that the present arrangements of the Commissioner's share being subjected to the formula makes that difficult if not impossible. The suggested legislation that is before the committee does have the Commission issue as discretionary and would facilitate this. There is specific language in H.R. 3037 at least.

Mr. QUIE. What percentage does NIE provide? If we had on the chart the total Federal support?

Dr. TAYLOR. Total Federal support currently would be about 78 percent. There would also be in that total Federal support contracts with the Department of Transportation and with VOAE both under vocational ed and under adult education.

Mr. QUIE. That is 1975. What about 1974, 1973, 1972?

Dr. TAYLOR. The percentage of Federal support in those years was higher. It would probably run 85 to 90 percent during that time, with the bulk of the difference being NIE funding. Those were the vocational programs that were started after vocational education was picked up and amalgamated into the Bureau of Research. Then with the transition program it was moved from the Office of Education to NIE.

Mr. QUIE. Then the actual Federal funding dropped from about 84 percent to about 78 percent.

Dr. TAYLOR. Yes. That needs to be explained two ways.

Given some of the signs of the times we have worked hard to diversify our portfolio and we started to pick up support from non-Federal sources.

The other point is that Federal support has diminished in absolute dollars.

Mr. QUIE. But without the Federal support it wouldn't be a National Center.

Dr. TAYLOR. Not in my view. In other words the problem is that so many of the support areas are small specific projects that don't permit the long-term development that is characteristic of these things I have reported to you, that don't permit the interaction between research and development and training and so on.

They frequently do not provide for dissemination and follow-through and there is no continuity. People are assigned to something else and there is no follow-through in terms of utilization and building on that earlier work. People are assigned from one job to another and they don't become expert in a given area.

Mr. QUIE. We changed parts C, D, and I so that it won't be considered as discretionary. It would be national rather than just within a State and that graph line would move above that 90 percent line where it is now.

Would that mean that support from other Federal sources would reduce, so that you end up someplace between 78 and 84 percent anyway? If we talk about a 6 percent figure?

Dr. TAYLOR. I am not sure I follow your question.

Mr. QUIE. It was down to 1 percent in 1973 and up to 9 percent. But your total Federal support ranged from 84 percent to 78 percent. I don't know if that is a straight line or not. But let us say that in all those years you were above 78 percent and not below 84 percent. That is only a 6 percent difference.

Let us say you got 75 percent of the money from vocational education legislation. Would that diminish support from other Federal sources so that you would end up with the same total percentage of Federal support?

Dr. TAYLOR. That would be a decision of the various funding agencies. I think the percentage here deals with the relative support among several sources and there was in effect a 6 percent difference in the source.

But the level of support, the actual total dollars available, was also diminished over this time period.

Mr. SIMON. If the gentleman will yield?

Mr. QUIE. Yes. I yield.

Mr. SIMON. The one thing we are missing here is total dollars. I would assume that you would not ask for any less funding from other agencies if the system changes.

Dr. TAYLOR. Presumably not. But I think the critical issue, the thing that assures our relevance and viability as a National Center and our ability to have an impact on central problems that have high and urgent national priority is institutional support through the vocational bill.

To the extent that the agency would perform a useful service to NIE or another Government agency for associated kinds of work, that would be a separate set of considerations.

Mr. SIMON. What are we talking about in terms of dollars?

What was your 1971 budget? What is your 1975 budget?

Dr. TAYLOR. The 1971 budget—the 1972 budget I can remember better was in excess of 7 million. The 1975 budget is under 4. It is about 3.7, 3.6.

It is difficult to give a yearly budget because with the kinds of separate and distinct contract project support you have starting and ending at the end of every year, it is difficult to know what constitutes a fiscal year. You don't have a uniform set of stops and starts.

Mr. SIMON. That trend, the 7 to 4, is it hills and valleys?

Dr. TAYLOR. It tended to level off last year. We were about 4.2, 4.3, in that general area.

But the other point I would make is that under the present program arrangements, we have something like a 1.5 million in projects that are due to be completed with support from NIE on January 31. These are some of the activities that represent mainstream efforts and need to be capitalized on in terms of future development, extrapolations to other settings for additional support, for dissemination, installation, technical assistance, to build on and capitalize on prior investments.

Mr. QUIE. Wouldn't the non-Federal support be reduced virtually commensurate with the reduction in Federal support?

Dr. TAYLOR. Our non-Federal support has increased over the past several years. In 1971–72 the only non-Federal support we had was some limited support from one of the foundations and our own university funds.

Since that time we have been able to build up non-Federal support through contracts with the national labor unions and others to the point that it represents about 18 to 20 percent of almost $4 million.

Mr. QUIE. If the total budget dropped from $7 million down to $4 million and your non-Federal support percentage of the $7 million was 16 percent and your non-Federal support of your $4 million is 22 percent, there wasn't an increase. Something is inaccurate.

Dr. TAYLOR. We didn't have 16 percent in non-Federal support at the time we have $7 million in Federal support.

But I would be glad to provide yearly figures of support across the years.

Mr. QUIE. You are right. I used the wrong percentage because you were down to 37 percent of voc ed money. But I assume that your percentage should not drop below 78 percent at any time.

Dr. TAYLOR. Of Federal?

Mr. QUIE. Of total Federal.

Dr. TAYLOR. True. Our percent of total Federal support now is the lowest it has ever been. This is occasioned by an erosion of support from the Federal level as well as an aggressive attempt on our part to try to gain support from other areas. But I will provide you with the early support figures.

Mr. QUIE. That means that even though the non-Federal support was 9.2 percent it was a lesser percentage?

Dr. TAYLOR. In actual dollars.

Mr. QUIE. There was a lesser percentage than 22 percent in 1972.

Dr. TAYLOR. Oh, yes. In fact it was practically nonexistent. At that point in time there was only university money. I think we had one small grant from a foundation. Since 1971 and 1972 we have endeavored to expand non-Federal support.

Mr. QUIE. Could you get those figures?

Dr. TAYLOR. I would be glad to.

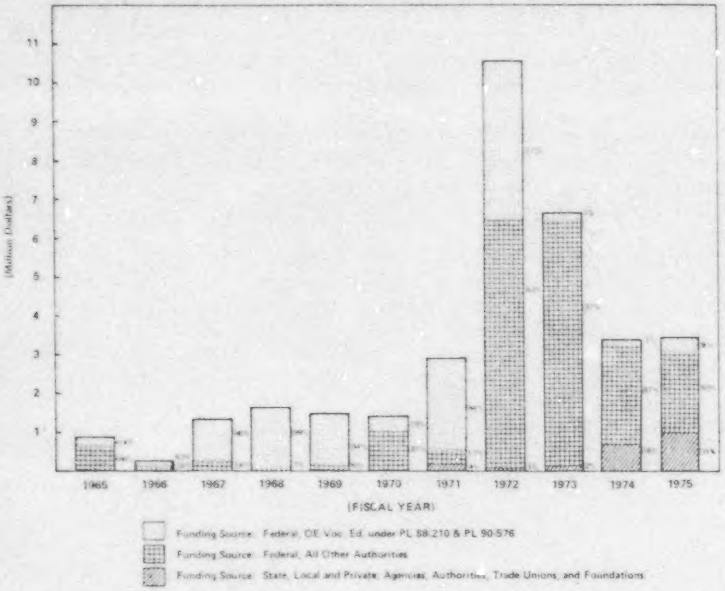
Mr. QUIE. We should have that in mind when we work on this legislation.

[Information requested follows:]

Question (Congressman QUIE). "What has been the history of fiscal support for The Center for Vocational Education in terms of (1) federal and other funding agencies, (2) nature of funding (vocational vs. general), and (3) problems encountered in maintaining a funding base which have enhanced or impeded its ability to deal effectively with education R & D problems/issues of national significance?"

Response (Dr. TAYLOR). "The present arrangement where the commissioner's share of funds are not discretionary but subject to the state allotment formula, makes it difficult (if not impossible) to fund the National Center and other projects of national significance. The acuteness of the situation is further amplified in the report of The Center for the past ten years which I have provided for you. It shows the several sources of funding and the declining support from vocational education legislation. The reduced support from vocational sources has seriously impinged on our mission and focus, restricts the long range activities which we can undertake, seriously inhibits our ability to effectively interact research, development, dissemination and training. I would like to point out that limitations have been recognized by the State Directors of Vocational Education and that they have urged the Office of Education and, indirectly, the Congress to adequately support the National Center at The Ohio State University. Their resolution passed in December was Appendix D-1 in my testimony."

EXTERNAL CVE FINANCIAL SUPPORT DATA - FY 1965 THRU 1975



Mr. Quie. Dr. Pierce, how many other national centers are there of any kind for vocational education?

Dr. Pierce. There is one other, at North Carolina.

Mr. Quie. That is similar?

Mr. Pierce. It is similar. However, it has different purposes and different specialties.

As I understand it the national center at North Carolina was really started to respond to the rural problem and this was its initial major thrust as compared to the Ohio center. But those are the two principal centers for vocational education.

Mr. Quie. Is there similar funding?

Dr. Pierce. Similar funding. Similar problems at that center. Dr. Taylor has pointed out that with the legislation as it is any dollars to support those centers now have to come off the State allocation. Funding problems are related to other demands for funds from the State allocation, such as project baseline, which has cost well over $500,000 every year and has to be taken off that $9 million, as well as some other programs that have been funded with the National Advisory Council for Vocational Education.

We just haven't been able to fund any other centers even though from our information there should certainly be more support for the centers because it gives us a response mechanism that we don't otherwise have. But the law just doesn't allow us to do that.

By the way, it has been pointed out, I understand, that the administration's bill was delivered up here yesterday and hopefully will be introduced very soon. It contains a provision whereby the Commissioner's share would not be on the State proportional basis and therefore it could really deal for the first time since the 1968 amendments with purely national priorities and put enough dollars into those national priorities.

As it is now we have to take it away from the States or we are limited to the amount that the particular State gets according to the formula.

Mr. QUIE. If your authority were changed so that it was truly a national discretionary fund, would you fund more centers than those two?

Dr. PIERCE. At the moment I don't know that I could say. I wouldn't say yes or no. We have to evaluate the need for any additional centers. I think we can certainly justify the two, particularly after a decade of work in the field.

But I think we have right now, in my opinion, a fairly good network. We have the two centers. We have the six curriculum laboratories. We have an RCU in every State. As a result, we have a fairly good network for research activities.

At the moment I would have to give that some study before I could say, yes, we want to go further than the two we now have.

Mr. QUIE. How did you happen to choose the location of Ohio and North Carolina?

Dr. PIERCE. Perhaps Dr. Elliott could answer that. That was done long before I joined the Federal Government. I have no idea how they were selected.

Dr. HJELM. That was even before my time with the vocational education research program. However, I do know that the centers were selected competitively. The Commissioner of Education announced a competition for selecting and supporting R. & D. centers in vocational education. The Ohio and North Carolina centers were selected from this competition.

Dr. PIERCE. I don't know why two were selected. We could certainly provide that to you for the record.

[The information requested follows:]

SELECTION OF OHIO STATE UNIVERSITY AND NORTH CAROLINA STATE UNIVERSITY AS VOCATIONAL AND TECHNICAL EDUCATION RESEARCH AND DEVELOPMENT CENTERS

On March 4, 1965, the Occupational Research and Planning Branch of the Division of Vocational and Technical Education sent a memorandum (see attachment) to interested and eligible applicants inviting them to submit proposals for the development of vocational and technical education research and development centers. The memorandum stated the following, six conditions under which the proposed centers would operate:

The centers would be regionally located.

The centers would be funded initially for an eighteen month period.

The proposals should contain a tentative list of vocational education research, training, or program development activities.

Key staff members should be identified.

The proposed budget should not exceed $600,000.

These criteria were developed by the Occupational Research and Planning staff early in 1965 with the advice of the National Vocational Education Advisory Committee, the Cooperative Research Program staff and members of the Occupational Research and Planning Interim Review Panel. The latter included leading vocational educators and social scientists. The memorandum containing the criteria for the research and development centers was sent to all State Directors of Vocational Education, to member institutions of the National Association of State Universities and Land Grant Colleges, to interested universities, and to non-profit private research organizations.

The Vocational Research Center Review Panel met on April 24, 1965, to select proposals and to recommend them to The Commissioner of Education funding. Panel members were Drs. Rupert Evans, David Krathwohl, Gerald James, and Curtis Aller. (Dr. Daniel Katz and Gordon Swanson could not attend but sent written evaluations.) Participants from the Occupational Research Program staff were Dr. Duane Nielsen and Dr. Alice Scates, who chaired the meeting.

Based on the proposals reviewed and discussed, the Panel members recommended that Ohio State University and North Carolina State University be funded as vocational and technical education research and development centers for an initial period of eighteen (18) months.

Five proposals each had elements which the Panel felt were worth some further development and, therefore, some amount of Federal support. These proposals were from Dr. Carl Gross, at Michigan State University, Dr. Gordon McCloskey at Washington State University, Dr. Gagne at American Institute of Research, Dr. J. Page at Iowa State University, and Dr. Lorne Woollatt at the New York State Department of Education.

The Panel strongly recommended that in the case of the Ohio State Center and the North Carolina State Center as well as in all of the developmental projects there be a clear understanding that an assessment of their progress will be made at the end of eighteen (18) months.

There were five additional proposals which were reviewed by the Panel, but which were thought not to merit further consideration. They were from Dr. J. Chester Swanson at the University of California at Berkeley, Dr. Austin Loveless at Utah State University, Dr. Willa Tinsley at Texas Technological College, Dr. Herschel Lester at the University of Georgia, and Dr. Fred Benson at Texas A&M University.

Attachment.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., March 4, 1965.

MEMORANDUM

To: Interested and Eligible Applicants for Vocational and Technical Education Research and Development Centers.

From: David S. Bushnell, Associate Director, Occupational Research and Planning, Division of Vocational and Technical Education.

Subject: Vocational and Technical Education Centers.

The U.S. Commissioner of Education is authorized under Section 4(c) of the Vocational Education Act of 1963 to award grants to colleges and universities, State boards, local educational agencies, and other eligible institutions and organizations. Such grants are to pay part of the cost of research, training, and developmental, experimental or pilot programs in vocational and technical education. As a part of this effort, the Office of Education is undertaking the establishment of a limited number of regional vocational and technical education research and development centers to concentrate on activities of this type.

It is anticipated that three centers will be approved during fiscal year 1965. Interested and eligible institutions or agencies should submit proposals by April 1, 1965 following the general format and instructions contained in OE-4262, *Conditions and Procedures: Grants for Research, Training, Experimental, Developmental, or Pilot Programs in Vocational and Technical Education.* This document contains three outlines for preparing proposals: One for research projects, a second for training activities, and a third for experimental, developmental, and pilot projects (Sections I, II, and III). Since a center proposal could logically transcend more than one of these three types, the outline which is most appropriate to the objectives of the proposal should be used and necessary adaptations made. The following conditions should also be considered in the development of a center proposal:

1. The three centers established during the fiscal year 1965 will be regionally located. The activities of a center should be concentrated primarily on regional problems, recognizing, however, that many of these activities will have National implications.

2. Three centers will be funded during the fiscal year 1965 for an initial 18-month period. During this period judgments will be made on the nature and extent of subsequent operations and fundings. Thus, the proposal should include suggested alternatives for continued operation of the center after the fiscal year 1966. The alternatives described should reflect adequate provision for continuity of the center program including monies derived from the host institution and other appropriate funding agencies.

3. The proposal should emphasize a consortium concept in the staffing and operation of the center by involving other appropriate agencies and universities.

4. A tentative list of vocational education research, training, or program development activities planned for the center during the period covered by the proposal should be identified. However, it is recognized that the identification of specific activities, details, and procedures will be a primary function of the center staff, advisory committees, and consultants during this first phase of the development of the center.

5. Key staff members should be identified and a comprehensive statement of their backgrounds and capabilities included.

6. The budget for the initial funding of the fiscal years 1965 and 1966 should not exceed $600,000. The proposed activities of the center during the initial 18-month period should be reasonable in terms of what can realistically be accomplished. The budget should be supported by appropriate explanations.

The attached criteria will be used in the evaluation of proposals for vocational and technical education research and development centers.

Attachment.

CRITERIA FOR THE EVALUATION OF PROPOSALS FOR VOCATIONAL AND TECHNICAL EDUCATION RESEARCH AND DEVELOPMENT CENTERS SUBMITTED UNDER SECTION 4(c) OF THE VOCATIONAL EDUCATION ACT OF 1963

EDUCATIONAL SIGNIFICANCE

1. The activities and program of the center are focused on problems of major importance to vocational and technical education on a regional and/or National basis.

2. The anticipated outcomes of the center program would be of significant value in the improvement and expansion of vocational and technical education.

PLAN OF OPERATION

1. The objectives and proposed activities are clearly identified.

2. The proposal reflects an adequate knowledge of other research and developmental activities related to the program of the center.

3. The stated objectives are realistic, concentrated on vocational and technical education problems, and can be adequately accomplished through the proposed program.

4. The procedures proposed for conducting the activities of the center are well defined, appropriate, and technically sound.

5. The proposed location and organization of the center is conducive to an efficient and effective operation.

6. The institution or agency offers programs for advanced graduate study in vocational education, related disciplines, and supporting technical fields, or includes in its proposed plan of operation provision for cooperation with institutions offering such programs.

7. Although the center is an integral part of the sponsoring institution or agency, it has a unique identity and autonomy for purposes of accomplishing its objectives.

8. The nature of the involvement of cooperating institutions, schools or other agencies is identified.

9. Adequate plans are specified for the evaluation of the center program and activities.

10. The proposal includes provisions for the dissemination and implementation of results.

PERSONNEL AND FACILITIES

1. The proposed director of the center has a breadth of preparation and experience in educational research and development, including vocational education, and in appropriate related disciplines, e.g., psychology, sociology, etc.

2. The experience and professional competencies of the other key personnel appear adequate to successfully conduct the center program and activities.

3. The staffing pattern includes adequate vocational and technical education personnel and professional personnel from related disciplines.

4. The program provides for the use of appropriate advisory committees, with some of the membership drawn from disciplines other than education.

5. The facilities, equipment and resource materials available for carrying out the program and activities of the center are adequate.

6. The space to be allotted to the center is adequate for conducting its activities and is so located as to permit efficient operation.

ECONOMIC EFFICIENCY

1. The program and activities proposed will complement and not unnecessarily duplicate other vocational and technical education research and development project.

2. The estimated costs of operating the center are reasonable when compared with the stated objectives and the results to be obtained.

Dr. TAYLOR. North Carolina was established for 14 States, focusing on the rural areas. It was led by a world sociologist and an agriconomist. They also thought at that time they were going to continue to get the 10 percent research set-aside, so to speak, in the '63 legislation.

They also founded what we call Research Development Units, which were non-successful applicants for national or regional center status. These were established at Washington State and Ohio State and Michigan State with the idea that they would ultimately evolve into centers. The funding tailed off. They were not able to support and sustain them.

Mr. QUIE. I understand from your testimony you have done some national needs assessment at your center. Is that right?

Dr. TAYLOR. In certain areas, yes.

Mr. QUIE. Have you done any determination for instance of what occupations seem to be training in over-supply and what occupations have a shortage in them?

Dr. TAYLOR. We have not done that. We don't have a coordinated national manpower projection.

Mr. QUIE. Has anybody done that?

Dr. TAYLOR. The expectation is that DOL would be doing that in some of the provisions of the current legislation, provide appropriations.

Dr. PIERCE. In addition to that, we funded last year, as one of our five priority areas, a priority having to do with manpower projections, not so much to get specific occupations but to develop techniques and models whereby we could, for the first time, show some people and models whereby we could, for the first time, show some people how you can successfully do that because we have been talking about doing it for a long time.

When we have started trying to do it we have been fairly unsuccessful. So our sense was that we ought to develop methods and techniques for manpower projections. Then we can put those in place in States and not worry about specifics beyond that.

Those projects, some 20 of them, will all fall due within about 9 months. At that point we will have quite a lot of information about how to go about that.

Mr. QUIE. To what extent do any States themselves make that assessment within their own——

Dr. PIERCE. Every State does it to the extent that it has the capability and to the degree that the data is available through the State Employment Security Commission, as a part of the requirement in the State plan that they provide evaluation of the needs in specific occupations.

The problem is how precise, how professionally they can really do that. It is done with varying degrees of professionalism.

As I was saying, I think it is time now to develop some very precise and formalized ways so that the States can make those projections and also that we at the national level can make some national projections.

Of course we work with DOL and we work with the Burea of Labor Statistics.

But once you get that information, how it would translate into curriculum is very difficult to determine, to say that we are going to need *x* number of people in a particular occupation, and then transfer that into a specific program in the curriculum.

Mr. QUIE. Do you get information from the 50 States as to what their projections are?

Dr. PIERCE. We get it. But we are reluctant to use it because we are not all that confident of what is there. We think we have to have a higher level of confidence in what is being given to us. Then we can talk about it.

I got in a little bit of trouble with you the last time we appeared before your committee. There was some data that you were upset with and I am loath to do that very many times.

We want to make sure that the information we give to you just really can't be challenged, at least insofar as the state of the art is concerned.

Mr. QUIE. I guess I would sooner have poor information than none at all.

Dr. PIERCE. We are apparently pretty good at giving you poor information. We prefer not to do too much more of that.

Mr. QUIE. To what extent do the States provide this information to the schools in terms of planning their curriculum?

Dr. PIERCE. Every State Department of Education has a decision-making point whereby if a local education agency wants to start a new program the State has to approve that project. They approve that project on the basis of anticipated needs and the projection that they have already determined is necessary in a particular State. So that from the standpoint that they use it to agree or disagree with a proposal, it is used. The State plan, of course, is made available to every local educational agency in the community and they ought to be using that for their own local plans.

The converse of that is true too, in that as the State looks at the development of new occupations they also are looking at the diminution of need in particular occupations and suggesting, "no, you ought not to stop that program" or "you had better evaluate the effectiveness of certain projects particularly in certain parts of the State because there may not any longer be a need for that, at least to the level at which you are now offering it."

All of that is tied up with a lot of very practical problems. Such as, when you get right down to the bottom line, you have a teacher on contract in a district and that teacher has a contract with the union and it is very difficult to move that teacher out.

So there is not an immediate response at the local level often because of some very practical local problems.

But the mechanism is there. What I think we have to do is learn how to fine-tune that mechanism so it works better.

Mr. Quie. When you are reluctant to put that information together on a national basis and submit it to us, is that because of the difference in the way each State accumulates it so you don't know if the figures are comparable or are they making poor judgments within the States with the information they have accumulated or is it only when it is accumulated on a national basis that it is inaccurate?

Dr. Pierce. It is a bigger problem as you accumulate it. It is not quite as large a problem at the local level.

You are dealing also with the different degrees of sophistication in the State agencies, in the State employment service, for example, in their ability to provide in a particular State good projections and good needs data. Some of it is very, very good. That is why DOL started the occupational information system. They feel the information is there but that the program administrators and vocational educators don't know how to use it.

In many cases the program administrators in vocational education have been saying the information isn't there. It is there, but it is in a manner in which they can't use it. Or it is across a State and it doesn't do a local administrator any good.

So the Department of Labor is trying to prove in at least 10 States that it is there, all the information one needs to make projections is available in all those States and they will develop models to show how that information can and should be used.

If they are successful then the results of the 10 States will be shared with all the States.

At that point we are going to find out two things: that they are right to a degree, and that they will also find that a lot of the information that vocational educators need is simply not available. So it will prove both contentions, I think. By virtue of that we will improve the system.

Mr. Quie. Of the training programs that exist in all vocational areas, what percentage would you say are clerical and service programs?

Dr. Pierce. I have that information. I had it at my fingertips. But it has escaped me. I will provide it for you. We do have a breakdown.

Mr. Quie. Is it pretty sizable?

Dr. Pierce. Yes; it is sizable. I would say somewhere in the neighborhood of 60 percent. I would hate to be held to that figure. I just don't recall off the top of my head at the moment. I will provide you that.

[Information requested follows:]

IN RESPONSE TO MR. QUIE'S QUESTION AT A RECENT HOUSE SUBCOMMITTEE HEARING ON VOCATIONAL EDUCATION

The following 1974 data on enrollments in clerical and service occupational programs were prepared:

Total vocational education enrollment (100 percent)	13,555,639
Clerical (office occupations)	2,757,464
Service:	
Public (police, fireman, et cetera)	360,923
Personal service (cosmetology, barbering, et cetera)	103,698
Food services	201,650
Hotel, recreation and tourism	27,980
Custodial	16,430
Volunteer fireman	108,603
Health services	504,913
Total clerical and service (30.1 percent)	4,081,661

Mr. QUIE. In the Wilms study 20 percent of the graduates of both public and private schools who choose professional and technical level training actually attain those specific jobs as compared to 80 percent in the clerical or service programs and those in the clerical or service programs are barely earning the minimum wage.

How accurate is that Wilms study?

How does that 80 percent fit in for clerical and service with the other programs? I guess you can call that nonprofessional and nontechnical.

Dr. RIEDER. We think it is extremely accurate for similar locations—large cities. Wilms didn't survey every school in America. That would have been impossible with the funds he had available.

Wilms did do a very good study of four cities which had good geographical distribution: San Francisco, Chicago, Boston, Miami. If the study were conducted in other large cities we think the results would be similar to those found by Wilms.

He looked at six occupations. We have no reason to believe that these six occupations would be unique and different from six other occupations.

He looked at three technical-professional and three service occupations.

We think if he had chosen three others in those categories he would have found very similar results, again in large cities.

Mr. QUIE. What three were they?

Dr. RIEDER. For professional-technical he chose accountant, programer, electronic technician.

At the lower level he chose cosmetologist, secretary, and dental assistant.

He also tried to get a mix of occupations, both male and female. And several with both sexes.

Mr. QUIE. I imagine some of them secured jobs that were related to the computer industry, the programing students.

Dr. RIEDER. Yes, but one can't say that students, for example, who went into liberal arts programs, were better off or that occupational programs were deficient. We don't have that kind of data.

One thing is that employers put a high premium on a B.A. degree in the United States and one can't say whether an accountant or a computer programer that has an A.A. degree is less well prepared or better prepared—employers make the decision and they will more frequently hire the B.A.

It doesn't mean that the quality of the program is less at the A.A. than at the B.A. level.

Mr. QUIE. I don't think you can necessarily compare the accountant in a liberal arts program. With the lawyer or doctor they are pursuing a professional degree.

I was a political science major. I don't think my education had much to do with winning elections. Most political science majors are not running for office.

That figure of only 20 percent getting the jobs they were trained for is kind of astounding. Is it that they haven't been given the information?

Dr. RIEDER. One of the recommendations of the Wilms study was that schools should be required to supply information to prospective students on their placement rates. I think it is important for both public and proprietary institutions.

Dr. PIERCE. I think our major concern was that the information didn't square with the information we had in terms of success rates in a lot of the occupations. We wonder why there is that large a discrepancy.

Second, we are concerned with what you related to, Mr. Quie, and that is that this study talks only about vocational proprietary schools. But is doesn't make comparisons with other kinds of educational institutions.

We heard recently that 76 percent of the people who study law never actually practice law. That is tough to deal with. That seems to be something we ought to be aware of and somehow make programs decisions about that.

NIE is receptive to the idea that some comparative studies ought to be undertaken. But there are some financial problems that may prevent them from going that far.

Truth in advertising is something we haven't looked at very much in vocational education. That is, when you get all through the expected income for that particular occupation, what is the cost effectiveness of training a person for a vocational occupation, a particular occupation, given the fact that they can't get jobs except very near the minimum wage?

One questions whether we ought to be putting our dollars there or whether we ought not to be involved in training people for those occupations. That is something we need to take a hard look at.

I think we can learn from this study, and vocational education will benefit from it.

Dr. RIEDER. Wilms will do a followup to look at dropouts from these programs and compare their occupational success with people who graduated, to see if there are differences.

Unfortunately, it seems easy sometimes to come up with results that people don't like. Results that don't support their own prejudices, hypotheses, or programs.

This doesn't help us with our constituency problem. We have received a lot of criticism for funding this study.

Mr. **Quie.** You had better contract it out so somebody else takes the blame.

I remember a few years ago I looked at demographic charts. I came to the conclusion that we were overproducing teachers.

I thought I would be a good educator and tell the teacher organization that. I spoke to a convention and told them this was happening. I was very unpopular.

Dr. **Rieder.** We have had the same experience exactly, although this study was awarded through a grants competition.

Mr. **Quie.** That I think is all the questions.

Mr. Jeffords, do you have some?

Mr. **Jeffords.** Not really, Mr. Chairman. I arrived late from another committee meeting. I am very much interested in this Wilms study. It doesn't seem to jibe, too much at least, with the information I brought back from my own people in the State of Vermont and especially with regard to paragraph 1 on page 6.

This may have been discussed. I am sorry if I am going over old ground.

But does this also include work related to the training? Or does this only include specific categories or whatever they were specifically trained for?

Dr. **Rieder.** It was the job for which they received training; for example, accountant or whatever. So they would not classify the position of bookkeeper, for example, as being placed in the occupation for which you were receiving training. It only includes that occupation.

Mr. **Jeffords.** Was there any information on occupations related to technical training?

Dr. **Rieder.** Yes. I do have some. I can provide it to you.

[Information requested follows:]

UNIVERSITY OF CALIFORNIA,
Berkeley, Calif., April 17, 1975.

Hon. JAMES JEFFORDS,
Member of Congress,
U.S. House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN JEFFORDS: I talked with Corinne Rieder of the National Institute of Education, who told me about a conversation with you that revolved partly around our study of public and proprietary vocational training. Dr. Rieder said that you were particularly interested in our finding that only 20% of the students who trained for professional or technical-level jobs ever got them.

We selected the schools and graduates with great care, and can say with certainty that graduates from the professional-technical level programs (accounting, computer programming and electronic technician training) trained for those specific occupations. After we interviewed all 2270 graduates, we looked to see how many got the jobs for which they trained. We found that about 10% of the graduates who studied for those upper level jobs got them. Another 10% got jobs that were at the same level, and could be considered related. For example, some students who studied to become programmers wound up selling software for IBM. Some who studied accounting became business managers where they probably used their accounting skills. So, when we included those graduates who got related jobs, at similar status and pay levels, the total reached 20%.

The majority of graduates (about 60%) took lower level, lower paying jobs like payroll clerks, keypunch operators, and telephone repairmen—jobs that clearly do not take 18 months or two years of training. The skills that most graduates needed for those jobs can be learned in weeks—and on the job. We looked to see if graduates who took those low level, but "related" jobs moved up over time to the job for which they trained. We found virtually no upward mobility even 3½ years after graduation. People who took jobs as clerks, stayed clerks. In fact, in the lower level jobs (cosmetology and dental assisting) the only graduates who had any upward mobility, transferred out of their chosen occupations and became general clerks, increasing their earnings.

It seems to me that the community colleges and proprietary schools are up against a pervasive social problem. The four-year college degree continues to be a passport into the higher-status jobs, and a person simply doesn't become an accountant, programmer or electronic technician by taking an 18 month, or two-year course. The schools shouldn't be held responsible for trying the impossible. But, these schools enroll the least advantaged students in the postsecondary system who tend to grasp at straws. These students who have the fewest options need protection they don't have now. For this reason we concluded that community colleges and proprietary schools should be made to substantiate their claims about their career-oriented programs, or change the programs if they're not meeting their goals.

The debate on voc ed has been contained to somewhat meaningless questions for years, and I'm happy to see it shifting to the essential question about the value of these courses in the lives of students. Please let me know if I can give you any other information. I've enclosed a copy of the report for your late night reading!

Sincerely,

WELLFORD W. WILMS,
Project Director.

Mr. JEFFORDS. I would appreciate that. Because when I talked with my people in Vermont, they said, for instance, that young folks are interested in cars. They do a lot of automobile mechanics work in high school and often get jobs in machine shops where they can use the technical skills they are trained in, but they aren't all out being auto mechanics.

Dr. RIEDER. I think the truth in advertising should be important because if you have students enrolled in a program to be an accountant or a computer programmer, then if they don't get a job for which they received training, you are not meeting their occupational expectations.

Mr. JEFFORDS. It would mean something to me if another 60 percent got a job closely related to the technical skill. Then I would know that even if they didn't get the job they were specifically trained for, they got something else closely related to that which they were interested in.

Mr. QUIE. We will resume Wednesday. Thank you for coming.

We have had a lot of good testimony.

[Whereupon, at 11:23 a.m., the subcommittee adjourned, to reconvene at 9:30 a.m., Thursday, April 10, 1975.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, APRIL 10, 1975

House of Representatives, Subcommittee on
Elementary, Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Andrews, Blouin, Quie, and Goodling.

Staff members present: John Jennings, counsel; Charles Radcliffe, minority counsel.

Chairman Perkins. The Subcommittee on Elementary, Secondary, and Vocational Education will continue its hearings today on occupational and vocational education.

The hearing today will be on the Career Guidance and Counseling Act of 1975, which was drafted by the American Personnel and Guidance Association. I was pleased to introduce that bill on behalf of the American Personnel and Guidance Association because that organization in my opinion is the most able organization in the country to give Congress recommendations in the field of career education and career guidance and counseling.

[Text of H.R. 3270 follows:]

[H.R. 3270, 94th Cong., 1st sess.]

A BILL To provide for career guidance and counseling plans and programs for States and local educational agencies

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Career Guidance and Counseling Act of 1975."

TITLE I—GENERAL PROVISIONS

STATEMENT OF FINDINGS AND PURPOSE

Sec. 101. (a) The Congress finds that—

(1) in a period of high unemployment and economic distress, an effective program of career guidance and counseling designed to assist individuals to make sound career decisions must be a national priority.

(2) the strength of the Nation rests, in part, upon natural differences in individual talents and upon the freedom of each individual to develop and express these talents in a unique way.

(3) the theory underlying career development is consonant with this fundamental democratic value.

(4) preservation of the individual's integrity disavows any type of prescriptive career guidance which commits the individual to particular directions,

(5) individuals, however, must develop greater awareness of the values society places on different talents and the relative demands for these talents,

(6) the following factors, which impinge upon individuals in ways which make the achievement of self-fulfillment increasingly more difficult, demand that attention be paid to the career development of all individuals: (A) the need for knowledge of, and the ability to apply the decisionmaking process to, ever increasing complex career decisions over the lifespan (early childhood throughout adulthood), (B) the demand for human adaptability and responsiveness arising from rapid technological change, (C) increasing national concern with the need to develop all human talent with equal attention to the talents of women and minorities, (D) concern for values, such as acceptance of the importance of all work and meeting one's needs through work, which give meaning to career development over the lifespan, (E) the need for specialized training for occupational entry, reentry, and career progression, and (F) the disenchantment expressed by students who have difficulty relating their education to their present and future career concerns, and

(7) all individuals are entitled to support, encouragement, information and assistance in achieving self-fulfillment throughout their life.

(b) It is, therefore, the purpose of this Act to—

(1) initiate, implement, and/or improve career guidance and counseling programs and activities for all individuals of all ages in all communities of the Nation,

(2) promote an understanding of educational and occupational options among individuals served, and

(3) facilitate career development over the lifespan for all such individuals, by means of meeting specific goals in the fields of career guidance and counseling programs and activities, training and retraining of professional career guidance and counseling staff (including counselor educators), and research and evaluation relating to guidance and counseling programs, staff, and activities.

(c) It is recognized that achievement of the abovestated purpose depends not only on the establishment and continued improvement of career guidance and counseling in the public school system, but also on the continued improvement, expansion, and utilization of similar programs now being provided to out-of-school youth and adults by legislatively established public agencies such as Veterans' Administration, State employment services, and State vocational rehabilitation services, as well as by a network of other agencies, including private, nonprofit, and voluntary agencies. Therefore, it is the intent of this Act to utilize fully these existing resources, on a cooperative, coordinated basis to provide maximal services to the public without duplication and waste, and to provide for use of such funds as may be necessary to carry out the provisions of this Act.

AUTHORIZATION OF APPROPRIATIONS

SEC. 102. (a) There are authorized to be appropriated for purposes of grants under section 211, $200,000,000 for the fiscal year ending June 30, 1976, $250,000,000 for the fiscal year ending September 30, 1977, and $300,000,000 for the fiscal year ending September 30, 1978.

(b)(1) There are authorized to be appropriated for purposes of contracts for preservice training of guidance personnel under section 221, $5,000,000 for the fiscal year ending June 30, 1976, $10,000,000 for the fiscal year ending September 30, 1977, and $15,000,000 for the fiscal year ending September 30, 1978.

(2) There are authorized to be appropriated for purposes of inservice training of guidance personnel under section 221, $10,000,000 for the fiscal year ending June 30, 1976, $15,000,000 for the fiscal year ending September 30, 1977, and $20,000,000 for the fiscal year ending September 30, 1978.

(c) There are authorized to be appropriated for each fiscal year for purposes of section 231, an amount not to exceed 15 per centum of the total sums appropriated under subsections (a), (b), (d), (e), (f), and (g) for such fiscal year.

(d) There are authorized to be appropriated for purposes of section 103, $150,000 for the fiscal year ending June 30, 1976, $200,000 for the fiscal year ending September 30, 1977, and $200,000 for the fiscal year ending September 30, 1978.

(e) There are authorized to be appropriated for purposes of section 104, $200,000 for the fiscal year ending June 30, 1976, $250,000 for the fiscal year ending September 30, 1977, and $250,000 for the fiscal year ending September 30, 1978.

(f) There are authorized to be appropriated for purposes of grants under section 202, such sums as may be necessary for each fiscal year.

(g) There are authorized to be appropriated for purposes of section 241, such sums as may be necessary for the fiscal year ending June 30, 1976, the fiscal year ending September 30, 1977, and the fiscal year ending September 30, 1978.

OFFICE OF CAREER GUIDANCE AND COUNSELING

SEC. 103. There is hereby established in the United States Office of Education an Office of Career Guidance and Counseling, which shall be responsible for administering this Act, and to be staffed by a Chief and such appropriate professional and other employees as may be required to carry out the purposes of this Act.

NATIONAL ADVISORY COUNCIL OF CAREER GUIDANCE: STUDY OF CAREER GUIDANCE PROGRAMS

SEC. 104. (a) There is hereby established a National Advisory Council on Career Guidance and Counseling (hereinaftter referred to as the "Council") which shall be composed of fifteen members appointed by the Secretary of Health, Education, and Welfare, for terms of not longer than three years, who shall be broadly representative of the guidance and counseling profession at large. The Council shall advise the Secretary and the Commissioner of Education with respect to the administration of this Act, and shall carry out such other advisory functions as the Council deems appropriate, including the suggestion of policies and strategies to implement the career guidance and counseling concepts embodied in this legislation.

(b) The Council shall, with the assistance of the Commissioner and through the Office of Career Guidance and Counseling, conduct a survey and assessment of the current status of school and nonschool career guidance programs, projects and materials in the United States and report on such survey and assessment to the Secretary and to the Congress. Such report shall include any recommendations of the Council for new legislation designed to accomplish the policies and purposes set forth in this Act.

DEFINITIONS

SEC. 105. For purposes of this Act—

(1) The term "appraisal" means the collection, analysis, and the use of a variety of objective and subjective personal, psychological, and social data about individuals for the purpose of assisting them to better understand their strengths and limitations.

(2) The term "career development" means those aspects of the continuous unbroken flow of an individual's experience that are of relevance to such individual's choice, entry, and progress in educational, vocational, and avocational pursuits.

(3) The term "career education" means an educational process designed to increase the relationship between schools and society as a whole; to provide opportunities for counseling, guidance, and career development for all children; to relate the subject matter of the curriculums of schools to the needs of persons to function in society; to extend the concept of the education process beyond the school into the area of employment and the community; to foster flexibility in attitudes, skills, and knowledge in order to enable persons to cope with accelerating change ond obsolescence; to make education more relevant to employment and functioning in society; and to eliminate any distinction between education for vocational purposes and general or academic education.

(4) The term 'career guidance" means providing for information and experiences, to assist individuals with their career development.

(5) The term "career information service" means the organization and delivery of occupational, educational, personal, and social information designed to provide individuals with a greater knowledge of all opportunities so that they may make better informed career choices and decisions.

(6) The term "Commissioner" means the Commissioner of Education.

(7) The term "counseling" means the process through which a trained counselor assists an individual or group to make satisfying and responsible decisions concerning personal, educational, and career development.

(8) The term "counselor" means a professionally trained individual whose role includes counseling, consulting, and coordinating guidance and personnel services programs.

(9) The term "evaluation" means a systematic collection of evidence to determine whether in fact, certain changes are taking place in learners as well as to determine the amount or degree of change in individual students.

(10) The term "follow-up" means the study of any group of students or former students of an institution who have shared common experiences to determine if patterns emerge in their subsequent actions or behavior which prove useful in understanding, counseling, and establishing policies with current students.

(11) The term "guidance" means an organized effort to help each individual develop to such individual's maximum potential.

(12) The term "local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, or any other public educational institution or agency having administrative control and direction of a vocational program or a career guidance and counseling program.

(13) The term "placement" means the assistance given to individuals in the selection of an appropriate occupational or educational situation and the actions necessary to make the transition thereto.

(14) The term "postsecondary educational institution" means any institution of higher education including colleges and universities, vocational, technical, and proprietary schools as well as adult and community colleges.

(15) The term "State" includes, in addition to the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

(16) The term "State education agency" means that agency designated or created by State law as responsible for the administration of education and/or supervision of the administration thereof by local educational agencies in the State.

(17) The term "vocational education" means vocational or technical training or retraining which is given in schools or classes under public supervision and control or under contract with a State or local educational agency.

TITLE II—CAREER GUIDANCE AND COUNSELING PROGRAMS

PART A—ADMINISTRATIVE REQUIREMENTS AND GRANTS

STATE PLAN FOR CAREER GUIDANCE AND COUNSELING PROGRAMS

SEC. 201. Each State which desires to receive a grant under section 211, shall submit through its State educational agency to the Commissioner for approval, through the Office of Career Guidance and Counseling (as established in section 103), a State plan for career guidance and counseling programs at such time and containing such information as the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), may require. Such plan shall include—

(1) a description of the administrative arrangements, facilities, materials, personnel, goals and objectives, general program activities and methods of distribution of funds which will be employed in carrying out such programs;

(2) assurances that funds received from grants under section 211 will be distributed only to local educational agencies which submit to the State education agency, plans for career guidance and counseling programs which shall include the purposes of such programs, and a description of the personnel, facilities, involvement of agencies, business, and industry in the community and methods of distribution of funds which will be employed in carrying out such programs. These plans should include specific provisions for close and effective cooperation with such agencies as the public employment service and vocational rehabilitation to extend their services to school program clientele in need of such services. If mutually beneficial and desirable, such provisions might include the outstationing of employment service and vocational rehabilitation staff on school premises and periodic exchange

of counselor personnel. Such provisions may include reimbursement for services provided;

(3) evidence that within the State plan, flexibility and experimentation is encouraged and provided for at the local level;

(4) establishment of a mechanism to insure that local educational agencies work cooperatively with the State educational agency in the development of the State plan and the implementation of the career guidance and counseling programs;

(5) the establishment of a State advisory committee on career guidance and counseling which shall be representative of the entire State and shall include representatives from the community at large, including students, parents, members of business, industry and labor, representatives of agencies such as vocational rehabilitation and the public employment services, practicing counselors, guidance directors, counselor educators and administrators, which will advise on general administrative policy, procedure, and direction in grant utilization, assist in review of local educational agency plans and assist in development evaluative procedures;

(6) assurances that funds received from grants under section 211 will be distributed only to local educational agencies which establish advisory committees on career guidance and counseling which include representatives as specified in section 201(3) of this part and which advise the local educational agency on goals for the program, needs of the people served by such agency, administrative policy and procedures, resources within the area served by such agency and review of local plans, and assist such agency in implementing evaluative procedures;

(7) the establishment of at least one full-time administrative position within the State educational agency which shall be responsible for a statewide organization to carry out the purposes of this Act, including management of funds, local educational plans review, liaison between Federal Government and local educational administrations or other community agencies involved in the receipt of funds under this Act;

(8) the establishment of positions for consultants within the State educational agency, in order to provide professional leadership and expertise for full implementation of the purposes of this Act, who shall be involved in pre-service and in-service activities, funds administration, identifying materials and equipment, aiding with needs assessment and survey and methods for evaluation of programs;

(9) development of a system of program needs assessment which will be conducted on at least an annual basis and an evaluation of all activities and functions related to utilization of funds under this Act on a continuing basis; and

(10) assurances that funds received from grants under section 211 shall be distributed only to local educational agencies which designate a certificated counselor to provide leadership for career development and serve as contact for the State educational agency.

PART B—STATE CAREER DEVELOPMENT GUIDANCE AND COUNSELING PROGRAMS

AUTHORIZATION AND USES OF GRANTS

SEC. 211. (a) From the sums appropriated under section 102(a), the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), shall make grants to States having approved plans under section 201 for distribution to local educational agencies and for the support of State education agency activities on the basis of statewide needs and priorities, for career development guidance and counseling programs and services.

(b) Grants under this section may be used, in accordance with State plans approved under section 201, for the following purposes:

(1) initiation, implementation, and improvement of professional career guidance and counseling programs and activities;

(2) promotion of career development over the lifespan (early childhood through adulthood) for all individuals;

(3) promotion of a greater understanding of educational and career options;

(4) providing for self and career awareness, planning, and preparation;

(5) providing career counseling for all children, youth, and adults;

(6) providing for training in career decision-making;

(7) improvement and expansion of information available on educational, avocational, and career opportunities;

(8) providing for educational and job placement;

(9) providing career follow-up and follow-through;

(10) serving the special counseling needs of second careerists, individuals entering the job market late in life, the handicapped, individuals from economically depressed communities or areas, and early retirees;

(11) identification and promotion of exemplary programs which infuse career guidance and counseling into curriculums;

(12) establishment of career resource centers in communities for out-of-school individuals;

(13) providing supportive media equipment and materials;

(14) providing professional, trained counselors for assignment in overall career guidance program coordination and leadership functions in local, State, and Federal career education activities;

(15) providing adequate leadership staff for eager guidance and counseling implementation at Federal, State, and local levels; and

(16) providing for the services of paraprofessional and other support staff.

(c) A grant to a State under this section shall be in an amount which bears the same ratio to the total amount of the sums appropriated under section 102(a) as the population of such State bears to the total population of all the States receiving grants under this section.

STATE PROGRAM REQUIREMENTS

SEC. 212. No grant to a State under section 211 shall be made unless the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), determines that—

(1) career development guidance and counseling programs and activities are developmental and continuous, as evidenced by a progam beginning in early childhood, continuing through high school and available for out-of-school individuals on an as needed basis and are coordinated with all other components of such programs and activities and based on a comprehensive needs assessment of the total community in the context of State and National needs;

(2) there is a written statement of objectives by sponsoring local educational agencies within such State developed through counselor involvement with students, parents, teachers, administrators, and other members of the community identifying the goals of the career development guidance and counseling program as it relates to the needs of the students, school, staff, and community;

(3) the basic program of career development guidance and counseling includes counseling, consulting, and coordinating services, orientation, exploration, information, appraisal, placement, referral, research, follow-up and follow-through activities;

(4) there is evidence that the career development guidance and counseling program is on-going and systematically planned, implemented, and evaluated on a continuing basis;

(5) such program facilitates the individual's career development phases of awareness, orientation, exploration, planning, preparation, decisionmaking, training, career entry, and career growth; and

(6) each local educational agency develops operating agreements, as a part of its overall plan, with such community groups and agencies as the public employment service, vocational rehabilitation service, community mental health agencies, and other community resources, that provide for close and effective cooperation and avoidance of duplication in order to provide assistance to all citizens of the community, including but not limited to, early school leavers, second careerists, those entering or reentering the job market late in life, the handicapped, those from economically depressed communities and the early retirees, and establishes a community-based career resource center within such local educational agency which will provide up-to-date occupational, vocational, and educational information and career counseling for any citizen in need of this service.

PART C—GUIDANCE PERSONNEL TRAINING

AUTHORIZATION AND USES OF GRANTS

SEC. 221. (a) From the sums appropriated under section 102(b), the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), shall carry out a program of contracting with postsecondary education institutions and State and local education agencies for purposes of providing needed training and retraining of guidance personnel. Such program shall be based on the results of a comprehensive needs assessment which shall include analysis of geography, economics, and local employment trends within communities served by local educational agencies and shall serve the following purposes:

(1) upgrading counselor training programs through inservice for counselor educators;

(2) providing opportunities for the establishment and development of short-term and long-term preservice and inservice training for career guidance and counseling personnel so that those vitally needed vocational, occupational, and career guidance concepts for serving a totality of clients may be engendered; and

(3) providing training programs for paraprofessionals to aid professionals working in career development counseling.

(b) For purposes of this part, the term "guidance personnel" includes—

(1) professionals, including counselors who meet certification requirements, administrators, and other professional school personnel such as teachers and pupil personnel specialists, who work directly with the programs, or students involved in the program, and counselors in related settings such as community agencies, United States Employment Service and affiliated State employment service agencies, rehabilitation settings, career resource centers, and postsecondary educational institutions;

(2) paraprofessionals, including personnel with special or specific training to perform limited guidance-related tasks such as project advisors, career information specialists, counselor assistants, community aides, and employment specialists; and

(3) support personnel, including secretaries, clerical aides, technicians, and peer counselors.

TRAINING REQUIREMENTS

SEC. 222. No contract under section 221 within postsecondary educational institutions and State and local educational agencies for training guidance personnel shall be entered into by the Commissioner unless the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), determines that such training program—

(1) will develop an understanding and ability to implement the concepts of career development through a variety of competency developing experiences for students in training to become counselors, teachers, administrators, psychologists, social workers, and others professionally trained in the helping professions, which shall be integrated throughout the training curriculums and shall be extended to the training of trainers of personnel in each of these fields:

(2) will, in the training of paraprofessionals and support personnel, include appropriate levels of training in the implementation strategies for career guidance and counseling programs;

(3) include elements of design and implementation strategies for integrating experiences for the development of competencies in career guidance and counseling personnel throughout the curriculum for the training of such personnel, and for providing such experiences for the training of guidance personnel to enter all levels of the educational system and agencies providing career guidance and counseling programs and services;

(4) includes in the selection process for potential counselors and other guidance personnel, strategies, and approaches for identifying persons with the potential for skill development;

(5) provides for the development of counselor skill in the management and leadership of the career guidance services which extend beyond the counseling service;

(6) is characterized by a philosophy which permeates the entire training curriculum and training staff so as to bring about an undesrtanding of and a commitment to the need for career development and career guidance and counseling at all levels of the educational system and related agencies;

(7) provides for exposure and experience of the person in training to a multiplicity of occupational areas, career guidance and development theories, and practices and systems for the delivery of a comprehensive career guidance program to meet the identified needs of the various publics;

(8) gives evidence that a variety of participatory and experimental activities takes place through such planned, coordinated, and supervised experiences as practitioner, internship, field placement, and other continuing and indepth opportunities for the discovery and practice of skills, techniques, and approaches in career development and career guidance;

(9) assures greater program quality, consistency, and sequence, by providing that the professional personnel, who are to be trained to assume the responsibility for overall coordination and implementation of career guidance programs, must develop certain competencies to stand the test of evaluation which include, but are not necessarily limited to, (A) individual and group counseling skills; (B) the counselor and career guidance personnel as facilitators or agents for change; (C) personal and professional leadership qualities and abilities; (D) management (organization and administration) of a career guidance program, comprehensive in nature; (E) consultative and coordinative skills with teachers, staff, parents, community persons, and others; and (F) placement skills;

(10) provides that the counselor, other career guidance personnel and differential staff persons who are assigned responsibilities in a career guidance program must demonstrate (A) a thorough understanding of counseling in the career development process; (B) a thorough understanding of career development theory and research and of group process, human relations, and consultative skills; (C) a knowledge of curriculum and how curriculum is developed; (D) an understanding of the relationship among values, goals, choices, and information in decisionmaking; (E) a knowledge of the history of work and its changing meanings; (F) an understanding of the changing nature of manpower, woman power, and economic outlooks; and (G) familiarity with various strategies and resources for facilitating career development including the utilization of the school, the community, family, and the home; and

(11) gives evidence that educators in such institution of higher education who are responsible for training guidance personnel shall include a consortia of outside resource persons in the planning and delivery of learning experiences for developing competencies in career development and career guidance which includes but is not necessarily limited to (A) State educational agency consultants; (B) local educational agency personnel, including counselors; (C) personnel, including counselors of such local agencies as the State employment service and vocational rehabilitation service; (D) leaders in business, industry, labor, government, and the community-at-large; (E) parents of school-age children and (F) students training to become guidance and counseling specialists and specialists in other related fields.

RETRAINING REQUIREMENTS

SEC. 223. No contract under section 211 with a post-secondary educational institution or State or local education agency for retraining of professionals (including counselor educators, school counselors, employment counselor, vocational rehabilitation counselors, counselors in alternative schools, counselors in private practice, and counselors in postsecondary educational institutions) already working in the field of career guidance and counseling, who are not specifically involved in career development guidance and counseling, shall be entered into by the Commissioner unless the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), determines that such retraining program—

(1) is an organized, coordinated, planned program of retraining which is systematized and localized to meet the unique needs of the counselor in retraining;

(2) employs the concept of an interdisciplinary team and multiagency or institution consortium to assess the needs and evaluate the program of

career guidance and the guidance and counseling staff based upon the perceptions of clients, counselors, school or agency staff and administration, community members, including representatives of business, industry, labor, government, and parents, the professional association at the local, State, regional, and National level, and the counselor training institution and other appropriate agencies;

(3) is based upon the need assessment for the locality made by the team described in clause (2) and includes a contract for retraining of the counselor with the training institution, appropriate agency or agencies, or other resource personnel who will participate in the retraining program to meet the unique needs as identified for that counselor;

(4) provides that the counselor in retaining shall demonstrate mastery of the competencies described in clauses (9) and (10) of section 222; and

(5) gives evidence for a multiplicity of vehicles through which contracted retraining experiences may be coordinated to meet the needs of the counselor, including but not necessarily limited to such vehicles as staff meetings, self-study (through outside evaluation and implementation), workshops, formalized course work, educational television or telephone networks and conferences.

PART D—DEMONSTRATION AND EVALUATION

PURPOSES OF PROGRAM

SEC. 231. (a) From the sums appropriated under section 102(c), the Commissioner, through the Office of Career Guidance and Counseling (as established in section 103), shall carry out a program of demonstration and evaluation for purposes of—

(1) developing and demonstrating new guidance and counseling techniques relative to career decisionmaking skills and awareness;

(2) promoting demonstration activities in career guidance and counseling through the encouragement of pilot projects and the publication of developments in new technology, personnel utilization, multipurpose facilities, and delivery systems with innovative administrative and structural designs;

(3) providing for evaluation of the programs and services offered to determine their effectiveness and efficiency in meeting the needs of their clients; and

(4) providing for the communication of proven effective and efficient career guidance and counseling programs for career development.

(b) Demonstration and evaluation projects under this section may include—

(1) innovative career guidance and counseling techniques;

(2) updating and communicating information on projected areas of need for trained people;

(3) identifying effective methods for communicating information on how to develop programs of career guidance and counseling for career development that meet the needs of the staff and clientele in the setting;

(4) development of multimedia materials which (i) provide information on such areas as career options, projected need for specific skills and training at the local, State, and National levels, and educational and training program opportunities and (ii) assist users in making career decisions; and

(5) identifying more effective methods for the training and retraining of guidance and counseling personnel working in career development.

PART E—FACILITIES AND EQUIPMENT

AUTHORIZATION OF GRANTS

SEC. 241. The Commissioner, through the Office of Career Guidance and Counseling as (established in section 103), shall—

(a) carry out a program, consistent with the purposes of this Act and with appropriate State and local guidance and counseling programs, of grants to States and postsecondary educational institutions for—

(1) providing computer programs and equipment for information services, computer assisted guidance, and storage and retrieval of current information on employment trends and educational opportunities in local areas and nationally;

> (2) career information system for local educational agencies which shall be integral parts of the local educational agency's plan for guidance and counseling programs, and which shall include such components as (A) accurate and up-to-date survey and statistical data on current projected areas of occupational need, (B) accurate and up-to-date information on educational institutions and opportunities, (C) material to promote career decisionmaking skills in the population served, (D) information on the availability of jobs, loans, work-study and scholarships for funding of postsecondary education, and (E) information geared to those with specialized needs, such as persons reentering the work force, early retirees, those embarking on a second career and the handicapped; and
>
> (3) equipment and supplies including, but not limited to, books, films and filmstrips, video and audio tape equipment, periodicals, career information bulletins, commercially prepared information packets, computer facilities, film and slide projectors, and microfiche and microfilm readers.
>
> (b) assure, in carrying out this program, that full use is made of all information, data, and equipment available in the community or State and National levels and that existing capabilities in and out of the public education system for improving and expanding current information and data are utilized and coordinated.

Chairman **Perkins**. Our witnesses today will be representatives from the American Personnel and Guidance Association.

I am delighted to announce as our first witness this morning, Dr. Edwin L. Herr, president of the Association for Counselor Education and Supervision; and professor and head of the department of counselor education, Pennsylvania State University.

So you go ahead Dr. Herr and when Mr. Goodling comes, we will interrupt you. Go right ahead.

STATEMENT OF DR. EDWIN L. HERR, PRESIDENT, ASSOCIATION FOR COUNSELOR EDUCATION AND SUPERVISION, DEPARTMENT OF COUNSELOR EDUCATION, PENNSYLVANIA STATE UNIVERSITY

Dr. **Herr**. Thank you very much, Mr. Chairman, and members of the committee.

I am Edwin L. Herr, professor of education and head, department of counselor education at the Pennsylvania State University. For the past 19 years I have served as a public school teacher, teacher-counselor, school counselor, and local director of guidance. In addition, I have been privileged to serve as a State director of guidance for the Pennsylvania Department of Education and as a counselor educator and currently as director of university vocational teacher education activities. Today, I speak in behalf of the American Personnel and Guidance Association and, more specifically, as president of the Association for Counselor Education and Supervision, a division of American Personnel and Guidance Association. I very much appreciate this opportunity to express my observations on the Career Guidance and Counseling Act of 1975.

I have with me today two colleagues who will also provide testimony representing the American Personnel and Guidance Association view of the Career Guidance and Counseling Act of 1975 as well as four other colleagues who will be pleased to respond to specific questions you may have in regard to large city, State office, or minority group points of view in relation to this legislation. My fellow testifiers include

Mrs. Betty E. Knox, president of the American School Counselors Association and the North Carolina Personnel and Guidance Association. Mrs. Knox has been a public school teacher and is a practicing school counselor. Dr. Norman C. Gysbers is professor of education at the University of Missouri, past president of the National Vocational Guidance Association, and a former public school teacher and counselor. Dr. Gysbers has also directed a project for several years facilitating the expansion and studying the effects of career guidance, counseling, and placement activities in the 50 States.

In addition, we are privileged to have with us this morning as resource persons, Ms. Daisy K. Shaw who is currently director of the Bureau of Educational and Vocational Guidance, Board of Education of the city of New York. Ms. Shaw is in the blue and to my right.

Dr. Curtiss Phipps, director of Division Guidance Services, Kentucky State Department of Education. Dr. Phipps is sitting directly to the right of Ms. Shaw.

Mr. Charles E. Odell, consultant to the executive director of the Pennsylvania Bureau of Employment Security. Mr. O Dell is sitting behind me.

Mrs. Thelma Menine who is director of the Division of People Personnel Services, North Carolina State Department of Education who is sitting immediately behind me.

Chairman PERKINS. I am going to interrupt you for just a moment. Off the record.

[Discussion off the record.]

Dr. Herr. We also have with us as resource persons, Ms. Janet R. Morgan, counselor, South St. Paul Senior High School, Minnesota. Ms. Morgan is to my left.

In addition, we have Dr. Charles Lewis who is executive director of the American Personnel and Guidance Association, former vice president of the student affairs at several universities.

Dr. Joseph McDonough, assistant executive director of American Personnel and Guidance Association, former teacher and counselor, Chicago, Ill., schools.

Our presentation this morning will include: First, a series of general theoretical and research perspectives on the intent of the act and some specific observations regarding the sections of the act dealing with training, retraining, and demonstration and evaluation; second, perspectives on the act's local implementation recommendations in relation to counselor role and function statement as viewed by a school counselor: third, perspectives about the act's recommendations for career guidance and counseling programs at the State and local levels as viewed from the vantage point of current national activities in these areas and some observations about the importance for and the organizational implications of leadership in career guidance and counseling in the U.S. Office of Education.

In my presentation, I will attempt to set the stage for my colleagues with some general theoretical and research perspectives as they pertain to several titles and/or sections of the act.

I would like to begin with Title I: General Provisions.

Title I and section 101 of the act, the State of Findings and Purposes, outlines a series of concerns of very high priority to the future well-being of this Nation's young people, educational dropouts, and adult career changers. These are, in fact, the content, the human dilemmas, to which career guidance and counseling responds and from which it gets its rationale for being. For these reasons, with your permission, Mr. Chairman, I would like to begin by elaborating upon these findings and purposes.

For at least the past decade and a half, counseling researchers and practitioners have been exploring the career development of various groups, the decision factors important to planning and choosing, the ingredients which comprise employability and work adjustment. It has become increasingly clear that giving people technical skills alone will not insure their use without parallel attention to whether they value these skills, know about the opportunities in which they can be used, or have made some match in regard to the degree to which such skills accord with their personal values and goals. Such a perspective may sound "too academic" and theoretical but I believe such a view represents the nub of a growing social problem in America. In the popular literature Toffler (1970) has described this complex of concerns under the rubric of Future Shock. In particular, Toffler has argued that "malaise, mass neurosis, irrationality, possibly violence may accompany what he described as the death of permanence and the substitution of transcience and novelty for familiar psychological cues." At another point, Toffler has contended that, in addition to the notion of novelty and lack of permanence, is the possibility that the people of the future may suffer not from an absence of choice, but from a paralyzing surfeit of it; they may experience what he has termed overchoice without the personal planning and decision skills to cope with it.

Somewhat less visionary, perhaps, is the work of Drucker (196[illegible]) in his book the Age of Discontinuity. The thesis here is that, in many instances, attacks by the young upon depersonalization, manipulation, corporate society, and the "establishment" are in fact reactions to the burden of decision—the decision stress with which our present society confronts them.

One could debate the observations cited for some time but at their core is a concern that the American society faces our young considering initial entry to the labor market and our middle-aged occupationally dislocated with a bewildering array of opportunities among which to choose but it does not now systematically provide such people with the "survival" skills to sort out the avenues in which they can find self-fulfillment and occupational or career stability. In essence, in a society of great technological and social complexity, self-knowledge, knowledge of educational, personal, and occupational alternatives, planning and decisionmaking skills differentiate between those who can act purposefully and those who are buffeted by whim, chance, and immediate gratification.

"Career" and "decision" are terms which have appeared in the professional literature of education and of counseling often in the past decade. In one sense, consciousness of these terms reflects American's status as a developed or a postindustrial society; a society in which, even in a period of economic downturn, most individuals can deliberately plan not only their immediate goal but also their intermediate and distant goals. This in no way implies that their attainment of such goals will be linear or smooth or successful Rather it suggests that in the current American society most individuals are sufficiently beyond the tenuousness of a physical survival level that they need not seek access to work in a random or sporadic way, only being reactive to whatever is available at the moment. Theoretically, at least, they have the personal power to determine how much of themselves or their resources they want to commit to education, to work, or to an array of pluralistic life-styles and they express this in their approach to decisionmaking.

It is obvious that a society which "permits" its citizens to choose freely relative to other societies and the world, reinforces the need for individual competency to wend one's way through the various ways of dealing with the sequence of life options, traumas, and decision points which everyone is faced with. To the degree that such a condition obtains, the responsibility for what one ultimately becomes is an individual matter and, as such, places a psychological burden on people to define themselves and to express this in the choices they make. In this latter sense, as racial barriers, sexual barriers, or religious barriers to different educational and occupational opportunities are struck down both in the law and in practice, choice for such individuals becomes potentially more difficult and more complex. In other words, if a given individual is denied access to other than a few restricted educational and occupational opportunities, the choice problem is different than for the person to whom, at least theoretically, any possible option is available. The former case may be inherently unfair but what one can choose or prepare for is clear and very different than in the latter condition which may not be unfair but may be totally bewildering. The psychology of personal worth, psychological responsibility, and individual competency to affect one's own life are also different in each of these circumstances.

Let me turn to, specifically if I may, to the importance of psychological skills in employment.

The importance of achieving the outcomes previously described as survival skills in the current society can be extrapolated from a variety of research studies. Eggeman, Campbell, and Garbin (1969) queried a national sample of 763 youth opportunity center counselors from 48 of the 50 States about the major problems faced by youth in the transition from school to work; 86 percent (686) of the counselors indicated that the major problem was job preparation. In this study job preparation was broadly defined to include inadequate training, inadequate job skills, and, more pertinent to the point being made here, lack of information about work and training opportunities, lack of knowledge of real demands of work-employer expectations, lack of education requirements, and lack of prior work experiences. Slightly more than 71 percent of the counselors indicated a third ranked category of worker adjustment as vocational behavior. Included were such emphases as poor work habits (absenteeism, tardiness, and so forth), inability to fill out forms and handle interviews, inability to accept supervision, inability to get along with fellow workers or to cope wiht real demands of work, poor attitudes toward work, and so forth.

Gargin, Salomone, Jackson, and Ballweg—1970—analyzed worker adjustment problems of youth and concluded that youthful employees often fail on their jobs, not because they lack technical competencies, but because of the absence of skills relating to the nontechnical complex. Reubens—1974— has reported that basic literacy and good work attitudes may be more important for employment than occupational skills. She contends that an increasing number of employers already look for these qualities rather than for traditional vocational skills.

In the study by Eggeman, Campbell, and Garbin—1969—previously cited 78.2 percent of the Youth Opportunity Center counselors surveyed reported that personality problems hamper youth's adjustment to the world of work. More specifically, 72 percent mentioned job-seeking and/or on-the-job behavior as a major problem. After reviewing the research of Fleishman—1968—and Ley—1966—among others as well as their own research, Garbin, et al., contended that "the basic difficulty of many youth is not that of finding a job, but in keeping one * * *." As a function of their research on the adjustment of 642 young workers in Columbus, New Orleans, and Omaha they found that the most difficult kinds of things that workers had to learn in job performance were reported to be: technological, 46.7 percent; interpersonal, 19.2 percent; personal, 14.8 percent; and organizational, 4.3 percent. They indicated that a preparation for work involves more than inculcating prospective workers with technological skills. In a related study, Garbin, Campbell, Jackson, and Feldman—1967—also reported survey findings which suggest that the maladjustment of secondary students in the workplace may be more highly related to poor interpersonal skills than to inadequate technical skills. Garbin, Jackson, and Campbell—1968—and Stogdill—1966—reviewed research literature which tends to support the above conclusion.

Now I would like to turn to the self-concept and educational achievement or work productivity.

Implicit in these observations about the inclusion within vocational skills of interpersonal skills and other psychological work adjustments is the fact that persons need to come to terms with a variety of personal questions and with clarifying their self-concept. This has been found to be true in the public schools, in higher education, and in work settings, per se. For example, Livingston's research—1970—has shown that?

> One reason university graduates have had so much difficulty making the transition from academic life to the world of work is that they have failed to develop in school the self-identities needed to enable them to make firm career commitments. Their formal education has not nurtured the traits of individuality, self-assurance, and responsibility or developed the attributes that would permit them to become active agents in their own career success.

At another level, Sievert—1972—has reported that shop achievement in school is related to the degree of congruency between the self-concept, the way one views oneself, and the occupational concept of the subject matter: there is a positive relationship between the self-occupational congruence and shop achievement. O'Hara—1966—has demonstrated that the importance of self-understanding relates not only to occupational choice but to high school achievement as well and that these relationships increase from ninth to twelfth grades. The implication of such a correlation is that students who persist in school are those who can find meaning in what they are learning or its necessity in relation to what they want to do; those who do not find such a condition in school drop out.

After an extensive analysis of college inputs and outputs, Herr and Cramer—1968—were led to conclude:

> The importance of desiring what one has chosen rather than being at the whim of others without any personal investment in the choice is a factor in academic success. Vocational ambitions and/or appropriate goals are very important. Men and women students with identifiable educational goals—reasons which are related to why they are doing what they are doing—seem consistently to be better prepared for college than students who have no such reasons for being in college.

The research of Morrison—1962—indicates that the implementation of occupational choices in such areas as nursing and teaching are related to how persons view themselves. Korman's—1966—research has shown that the degree of personal self-esteem serves as a moderator variable in terms of the kinds of vocational choices people make. The research of Curtis and Bugental—1966—has demonstrated that there are differences in job motivations between occupational levels and between men and women. There are indications here, for example, that work is psychologically more central to men than to women and that the former are very concerned about being able to use their skills in the type of work they do whereas the latter are more likely to be concerned about having good coworkers and social conditions. It has also been found that white collar workers as compared to blue collar workers seek intrinsic satisfaction—interesting work, use of skills—rather than extrinsic satisfaction—pay, financial security, et cetera.

The research on the importance of self-understanding, interpersonal and planning skills, positive educational and occupational attitudes extends as well to the disadvantaged persons in our society. Regardless of the euphemism currently in favor—deprived, lower class, under-privileged, poor—disadvantagement represents a condition which prevents persons from being educated to the maximum of their genetic potential or viewing work as more than something to sustain physical survival.

In describing common basic needs of all disadvantaged youth, Feck—1971—reports that they include: (1) security and stability in their environment; (2) successful educational experience; (3) recognition for achievement; (4) love and respect; (5) legal sources of finance; (6) financial management; (7) proper housing; (8) good health; (9) development of basic communication skills; (10) salable work skills; (11) an appreciation of the meaning and importance of work; (12) successfully employed or adult peer group models; (13) positive self-concepts; (14) job opportunities and qualifications; and (15) socially acceptable attitudes and behaviors.

Chairman Perkins. Dr. Herr, I am going to interrupt you for 1 minute. Mr. Goodling, an outstanding member of this committee is present, and I know he wants to say something about the president of the Association for Counselor Education and Supervision; we will hear from you, Mr. Goodling.

Mr. Goodling. I am very happy you could come down this morning. I'm sorry I was late. I had three engagements at the same time. Having been a counselor myself at one time, my heart goes out to all counselors. I realize how important and how responsible your job is and we are very pleased to have you testify before the committee. Of course, very happy to have Penn State represented; it would make my father particularly proud. I have spent some time at Penn State myself. Since I didn't get my doctorate from Penn State, you might give me an honorary doctorate; that would be the easy way.

Dr. **Herr**. Thank you very much, sir.

Shall I——

Chairman **Perkins**. We will take a picture of Mr. Goodling with the group right now, or we can wait.

We can wait.

Chairman **Perkins**. Go ahead.

Dr. **Herr**. There is nothing remarkable about these needs. Most people, advantaged and disadvantaged alike, share them. However, the disadvantaged youth is less likely to achieve these needs because of environmentally imposed problems including: Limited development of communication skills, lack of skills necessary for financial management, often acquired police or institutional record, lack of motivation, deficiencies in understanding procedures of all types, slow learner, lacks trust, incapable of setting long-term goals, often sets unrealistic goals, boys often lack a male role model, weakness of the capacity to defer gratification and a difficulty in orientation to the future (Amos, 1968; Margolin, 1968).

Such problems are reflected in the acquisition of basic academic skills by disadvantaged groups, for example, an analysis of achievement tests was made in the Lindsay Unified School District of Lindsay, Calif., a city of 5,500 located about midway between Fresno and Bakersfield, an agricultural community with a high proportion of Mexican Americans. In reading, 63.9 percent of the Mexican-American children were below grade level compared to 27.3 percent of the Anglo-Americans. In arithmetic, 38.7 percent of the Mexican Americans were below grade level, compared to 20.8 percent of the Anglo-Americans. In language, the comparative percentages were 55.5 and 30.6 (National Education Association 1970). In 1969, Galiarza, Gallegos, and Samora reported that the median number of school years attained by Mexican Americans 14 years old and over is as follows: Arizona, 8.3; California, 9.2; Colorado, 8.7; New Mexico, 8.8, and Texas, 6.7.

Turning to the black population, Silberman (1970) has reported that:

> In the third grade, for example, the average Black in the Metropolitan Northeast is one year behind the average White student in reading ability; by grade six, he is more than a year and a half behind; and by the twelfth grade, he is nearly 3 years behind the average White. He further asserts: . . . In fact, virtually every firm that has attempted any large scale hiring of so-called "disadvantaged" or "unemployable" men and women has found it necessary to provide among other kinds of training, teaching in basic skills of reading and computation.

In terms of other pertinent demographic characteristics, in 1973 blacks accounted for about a fifth of the unemployed, 22 percent of those with inadequate employment and earnings, and about 16 percent of labor force participants with less than a high school education (Levitan, Johnson, and Taggart, 1974). In a study in 1969 of work satisfaction, it was found that of 107 subgroups of workers broken down into such socioeconomic characteristics as sex, race, age, and income, black workers were far and away the most dissatisfied with their jobs. Thirty-seven percent expressed negative attitudes toward their jobs (Herrick, 1972).

Speaking to the matter of educational and occupational cooperations of minority disadvantaged youth, MacMichael (1974) has reported a discrepancy between very high educational aspirations of black students (92 percent of black high school students interviewed were certain they would finish college; 80 percent believed their parents wanted them to finish) and low occupational aspirations. For instance, 30 percent of the black students who aspired to a college education did not aspire to a job requiring one.

Zito and Bardon (1968) examined the achievement imagery of black adolescents in terms of how they perceived the probabilities of success and failure in both school and work. They found strong needs to achieve among this group. However, they also found that school related material tends to threaten black adolescents with failure, even though work-related materials aroused fantasies of successful achievement of goals. The subjects in this study, discouraged as they were with their present occupation (school), looked forward to a more optimistic future (work).

The effects of student self-concept interacting with parental self-concept also needs consideration. George (1970) studied the relationship between vocational aspirations, self-concepts, and vocational choices among a sample of adolescent black males. The results provided evidence that the boys who had decided upon vocational objectives had higher self-concepts and also higher self-ideals.

LoCascio (1967) studied continuity-discontinuity in the career development among many different populations and reported that the career development of those labeled disadvantaged is more likely to be delayed or impaired than that of advantaged persons. Studies by Schmeiding and Jensen (1968) of American Indian students and by Asbury (1968) of rural disadvantaged boys support LoCascio's conclusions. Wylie (1963) has also reported that blacks and lower class children set estimates of their ability to do schoolwork lower than do white and upper class children.

In sum, the brief sample of data presented here shows that, in terms of the disadvantaged, if one neither knows what is available to choose or how to plan for it, the result is likely to be regression further into a societally dependent and personally less competent role. This attitude is magnified when the disadvantaged child is neither helped nor expected to be able to cope with the academic tasks which largely represent entree to social mobility nor to find relationships between what one studies and its application in the larger society.

Let me turn now to attitudes, values, and job satisfaction.

Ketzell's extensive overview of the research on personal values, job satisfaction, and job behavior (1964) has identified several points which tend to be replicated across the studies pertinent to these domains. They include:

1. Job satisfaction is positively associated with the degree of congruence between job conditions and personal values.

2. The more important or intense the values involved, the greater is the effect on job satisfaction of their attainment or negation.

3. Satisfaction with a given job or occupation will vary with the values of the incumbents.

4. Difference in job satisfaction among people having similar values will be associated with differences in their jobs or occupations.

5. The amount of productivity on the job varies with the extent to which productive behavior is positively associated with satisfaction.

Many other studies can be cited to make the points identified here. In sum, they state that job satisfaction is proportionate to the degree that the elements of the job satisfy the particular needs which the person feels most strongly. A great many studies have also been done which relate a worker's job satisfaction to an employer's concept of the worker's satisfactoriness or performance. Some data indicate that employees whose morale or attitude toward work is poor, who are dissatisfied, tend to be absent more frequently, have higher accident rates, or quit work more regularly. Other data tend to suggest that the dissatisfied worker uses low productivity as a form of aggression or reprisal against management. In a sense, this body of literature like those previously described views work adjustment as essentially a psychological process by which the individual interacts and comes to terms with his work environment.

SOME SURVIVAL SKILLS IN TODAY'S SOCIETY

It is risky to pull out specific findings from a large research literature about the ways people choose, the effects upon behavior of a positive or negative self-concept, or the effects upon work adjustment of personal needs and values. I do not mean to overdraw these points here. However, I think the point that can be fairly made is that as this Nation enters the last quarter of the 20th century, certain dimensions of concern to youth and adults and which are found to underlay work commitment and adjustment must be treated systematically in education and in manpower settings rather than allowed to occur at random. I used the term "survival skills" previously to summarize a constellation of knowledge and skills which seem to be important to educational achievement, to career development, and to work satisfaction and adjustment. Included among such skills would be the following:

1. Knowledge of one's personal strengths and weaknesses, preferences, values, and the skill to relate these to educational and occupational options available. The ability to make realistic self-estimate.

2. Ability to use existing exploratory resources—for example, educational opportunities, part-time work, books, audiovisual resources, and so forth—to reality-test personal characteristics and choices.

3. Knowledge of educational, occupational, social, lifestyle options and the skill to determine the interactions among them.

4. Ability to choose, understand, and apply the decisionmaking process purposefully and rationally.

5. Skill in interpersonal relationships—the ability to work cooperatively with others; understanding of worker-supervisory relations; adaptability to different persons and conditions.

6. Employability and job-seeking skills—understanding of applications and interviewing behavior.

7. Understanding to personal roles as an employee, a customer, a client, a manager, an entrepreneur.

8. Understanding of the interdependence of the educational and occupational structures: the pathways between them; the relationship of subject matter to its application in professional, technical, and vocational settings.

9. Knowledge of how to organize one's time and energy, to get work done, to set priorities, to plan.

10. Ability to see oneself as some one, as a person of worth and dignity, as a basis for seeing oneself as something.

These types of survival skills are not substitutes for basic academic skills, communication and computational skills, manual dexterity and motor skills—indeed, they should enhance the importance of such skills—but they are clearly important in today's society, and they cannot be treated any longer as byproducts of something else. They deserve direct attention in their own right.

CAREER EDUCATION, GUIDANCE, AND COUNSELING

It is clearly the intent of the national movement in career education to stimulate the schools, colleges, and other social institutions to provide the survival skills just cited and others subsumed by such rubrics as career awareness, career exploration, and career preparation to all students and to many adults. Implicit in such goals is a continuing concern for helping persons seek and find meaningful relationships between education and work and their own planning. In order to do this effectively, career education must be available on a developmental, rather than a once-and-done basis throughout the lifespan. And it must provide for collaborative behavior between teachers, counselors in school, and in community agencies, parents, and representatives of business or industry. Most important, perhaps, is the fact that no one group of specialists or persons can accomplish all the goals of career education alone, but no group of specialists or program elements is more important to these goals than those inherent in career guidance and counseling. While other elements of the school, community, or family may deal with laying a broad base of career awareness or providing specific technical preparation for a chosen career, it remains the central task or career guidance and counseling to help individuals recognize their career options, understand the personal implications of these options, plan the ways by which they can integrate the educational experiences necessary to achieving favored goals, and make decisions wisely when they must be made.

In sum, career education makes the processes and concerns of career guidance and counseling central aspects of the educational mission in today's society. Since time does not permit an expansion of the interaction between career development, career guidance and counseling, and career education, I am appending as part of this testimony several reprints of articles I have written which address these issues.

[The documents referred to follow:]

CONTRIBUTIONS OF CAREER DEVELOPMENT TO CAREER EDUCATION

The term "Career Education" has come into American educational parlance both suddenly and surely. The U.S.O.E. has identified it as a national priority. Commissioner Marland (1971) has suggested that the implementation of Career

Education "may set aside forever the whole question of the dropout." In addition, he has described it as "a new order of education concerned with the usefulness and self-realization of every individual" (U.S. Department of Health, Education and Welfare, 1971, p. iii). Associate Commissioner Worthington has described Career Education as "a bold new design for education that will effect a blend of academic, general and work skills learning so that individuals passing through the system will be ready for economic self-sufficiency, for a personally satisfying life, for new learning experiences appropriate to career development and avocational interests" (Worthington, 1971).

The concepts being used to describe Career Education indicate that the term includes a complex set of expectations and goals. However, it is apparent that the shifting emphases attached to vocational education legislation during the 1960's stimulated the momentum presently culminating in Career Education. Indeed, the Exemplary Programs and Services Branch, Division of Vocational and Technical Education, U.S.O.E. (1971) has indicated that Part D, Section 142(c) of the Vocational Education Amendments of 1968 actually represent "early attempts to structure operating models of what is now coming to be referred to as a K through 12 'career education system.' The roots for such a system go back into many years of basic research on career development theory" (Exemplary Programs and Services Branch, Division of Vocational and Technical Education, U.S.O.E., 1971).

At a gross level, Career Education represents a composite of what might be described as education for productivity (employability skills) and education for choosing (career development). This combination of emphases seems to be reflected in the recent position paper on Career Education adopted by the National Association of State Directors of Vocational Education. Among the essential characteristics of Career Education to which they gave their support were the following selected examples:

1. Career Education is not synonymous with Vocational Education but Vocational Education is a major part of Career Education.

5. Career Education involves extensive orientation and exploration of occupational opportunities.

7. Career Education is a continuum that begins at kindergarten and extends throughout education.

9. Career Education includes specific preparation for occupations.

10. Career Education assures realistic occupational choices.

12. Career Education permits each student to realistically assess personal attributes as a part of setting life goals (National Association of State Directors of Vocational Education, 1971).

These excerpts reflect continued assurance that the historical contribution of vocational education, preparing man for his work, is not only a useful but vital component of Career Education. Indeed, with the pervasive acceptance of the cluster concept, the occupational model for preparation has been enlarged in scope and in its relevance to the current realities of the occupational structure. But the implications of these excerpts do not stop with reasserting the validity of preparing people to work. They also support the importance of another emphasis, that of the career model.

The career model is broader than the occupational model because it includes attention not only to the acquisition of skills important to employability in particular occupations but also to the factors—attitudes, knowledge, self-concepts—which motivate or impede career literacy, identity and choosing. In life career model, the individual is conceived as moving along one of a number of possible pathways through the educational system and on into and through the work system (Super, 1969). This model emphasizes the importance to the individual of having the skills which will permit him to make informed choices as freely as possible among the multiple opportunities available to him. Of central concern here is helping the individual to see himself as having choices and as having personal characteristics which can be used to evaluate and order the choices available. The career model places its emphasis on helping persons develop preferences and facilitating the execution of plans by which their preferences can be implemented.

In order to choose as freely as possible, one needs knowledge not only about what is available to choose but also about the characteristics of oneself which might be emphasized in thinking about one's choices. The latter requires in addition to knowledge, emphases upon values, interests, and attitudes as these regard:

1. Self-characteristics.
2. Environmental alternatives (occupational, educational, personal, social options).
3. The decision-making process itself.

Career development is essentially the body of speculation and research which is focused upon understanding and describing the above factors and others important to education for choosing. Borow has suggested that theories and research conceived to examine vocational or career development are in reality, "a search for the psychological meaning of vocationally relevant acts (including the exploratory vocational behavior of youth) and of work itself in the human experience" (Borow, 1961). Within this context, recent perspectives on career development view vocational behavior as a continuing and fluid process of growth and learning. Thus, they attach considerable importance to the individual's self-concept(s), his developmental experiences, and his interaction with the situational circumstances in which he finds himself—e.g., family, values, school climate, community reward systems.

A major point of emphasis in career development theory is that education for choosing is a long-term process which has its beginnings early in the life of the child. Put more directly, how children are taught to think about themselves and about work in pre-school and elementary school is considered by many theorists to have important pre-vocational implications for later adult orientations or commitments to or away from work and one's place in it. This means that the foundations for work attitudes are laid not when a student first encounters machine shop or auto mechanics in the tenth grade, or direct work experience whenever that occurs, but many years earlier.

Since personality development and career development seem to be intimately tied together, some theorists also view career development as a continuing attempt to implement one's self-concept or to express one's personality. In one sense, the way one approaches decision-making or career choices is indicative of how one is handling his identity search. Speaking to this matter, Galinsky and Fast (1966) have asserted that, "In our society one of the most clear-cut avenues through which identity concerns are expressed is the process of making a vocational choice . . . choosing a vocation involves a kind of public self-definition that forces one to say to the world, 'That is what I am.' "

Such an emphasis on education for choosing or on the importance of facilitating career development may be perceived by some as an unnecessary luxury irrelevant to the demands of the real world. While such a conclusion might have had validity several decades ago, it is not descriptive of the present nor of the future as the outlines of the latter are becoming visible. For example, Drucker maintains that the current attacks by youth upon depersonalization, manipulation, corporate society and the "Establishment" actually obscure their real concerns with what he contends is the "burden of decision" confronting them in the current plenitude of opportunity which characterizes this nation. He contends specifically that, "The society of organizations (modern-America's corporate nature) forces the individual to ask of himself: 'Who am I? What do I want to be? What do I want to put into life and what do I want to get out of it?'" (Drucker, 1969, p. 248). Thus, the level of opportunity available in this society also creates a level of personal responsibility for what one is and what he becomes unprecedented in human society. At another level Toffler speculates that the future may bring with it the heightened possibility of "decision stress" as a ramification of "overchoice." He describes the latter as follows:

> Ironically, the people of the future may suffer not from an absence of choice, but from a paralyzing surfeit of it. They may turn out to be victims of that peculiarly super-dilemma: overchoice (Toffler, 1970, p. 26).

The observations of Drucker and of Toffler are either frightening or exciting depending upon how they are viewed. Regardless of such an orientation, however, they certify that education must acknowledge directly, through programmatic efforts, ways of helping persons acquire the information processing and choice behaviors which reinforce the reality of personal power to affect one's life. Such an intent seems to weave throughout descriptions of Career Education.

Career education and career development speak not to certain segments of the population exclusively, but rather to the importance of education for choosing among all students. Operationally, this requires that Career Education do more than simply reinforce or applaud those persons who already possess the characteristics about which it is concerned while simultaneously labeling those who do not already have skills as losers or unteachable. Instead, Career Education must focus on developing the characteristics important to choosing, planning and employability in as many students as possible. Relevant here is Gysbers' observation that "Career exploration programs should not be seen as strictly a mining operation in which only those with certain talents are chosen, but as more of a farming approach in which all individuals are provided with opportunities to grow and to develop" (Gysbers, 1969). The distinction between mining and farming in this quotation goes beyond the literal interpretation made. It also suggests the differences beween allowing career development to occur by chance and happenstance or to be facilitated purposefully and sequentially.

CAREER DEVELOPMENT: CONTENT CONSIDERATIONS

Currently, research and theory about career development are principally descriptive of what happens if there is no planned intervention in the process. However, because they indicate that career development differs among persons and groups, it is evident that career development is modifiable. In other words, career development does not unfold unerringly from some chromosomal or genetic mechanism but is primarily a function of learned responses, whether negative or positive in their characteristics or in their results. Given such a reality, the educator is faced with such questions as, "How does one match intervention in career development to the capacities and the characteristics of students at different educational levels?" Or, "If programs to facilitate career development are to be implemented, what major themes ought they promote?" There are many possible answers to these questions. Table 1 inventories some of them (Herr, 1971).

TABLE 1.—EXAMPLES OF THEMES FOR CAREER DEVELOPMENT AT DIFFERENT EDUCATIONAL LEVELS

Elementary School
  Prime considerations: Formation of self-concept, developing a vocabulary of self and environmental alternatives.
  Factors:
    Formulating interests.
    Developing a vocabulary of self.
    Developing a vocabulary of work.
    Developing rudiments of basic trust in self and others.
    Developing rudiments of initiative.
    Developing rudiments of industry.
    Developing rudimentary knowledge of fundamentals of technology.
    Differentiating self from environment.
    Formulating sex social role.
    Learning rudiments of social rules.
    Learning fundamental intellectual physical and motor skills.
Junior High School:
  Prime considerations: Translation of self-concept into vocational terms; dealing with exploratory needs with purpose and with intent.
  Factors:
    Using exploratory resources.
    Relating interests and capacities.
    Identifying personal strengths which one wants to exploit in formulating a vocational preference.
    Understanding the interdependence of the educational and occupational structures.
    Differentiation of interests and values.
    Developing implications of present-future relationships.
    Accepting one's self as in process.
    Relating changes in the self to changes in the world.
    Learning to organize one's time and energy to get work done.
    Learning to defer gratification, to set priorities.
    Acquiring knowledge of life in organizations.
    Preparation for role relationships.
    Preparation for level and kind of consumption.

Senior High School:

Prime considerations: Formulating plans to execute implementation of self-concept and generalized preference.

Factors:

- Refine and particularize as necessary junior high school factors.
- Relating interests and capacities to values.
- Planning for specific occupation or intermediate educational alternative.
- Acquiring information necessary to execute specific plans.
- Achieving mature relationship with peers of both sexes.
- Achieving emotional independence of parents and other adults.

The factors identified in Table 1 have been drawn from the perspective of several theorists and researchers who have identified the characteristics of career development phenomena at different life periods essentially equivalent to the elementary, junior high and senior high school levels (Havighurst 1964; Gesell, Ilg and Ames, 1956; Erikson, 1950; Super, Starishevsky, Matlin and Jordaan 1963). These factors, while gross, provide the outlines for a structure by which the educational process can be harmonized with the child's natural development. These career development emphases once identified can be refined so that the specific knowledge, relationships, and attitudes associated with them can be described. In keeping with current concerns about the need for accountability, these career development emphases and their elements can be translated into behavioral objectives to which different educational experiences can be related (Herr and Cramer, 1972).

CAREER DEVELOPMENT: PROCESS CONSIDERATIONS

While the career development literature represents a repository from which can be gained insights into much of the substance of Career Education, this literature also speaks to the matter of process. For example, Roeber (1965–66) suggested that all contacts with people, things, and ideas have potential for influencing career development. Such an assertion is particularly valid if these contacts are purposefully and systematically addressed to such an expectation (Herr, 1970; Herr and Cramer, 1972). Thus, in addition to possibilities of facilitating career development through courses designed expressly for such purposes, computer-mediated activities, simulations, gaming, and other relatively new processes, there are and will remain specific instructional courses which offer the promise of influencing career development regardless of what else exists to serve such a need. Teachers of English, mathematics, sciences, social studies as well as vocational educators of whatever focus need to be helped to include in their instructional goals attention to both the educational and vocational implications of the course they teach. Questions which individual teachers need to address are: In what ways are the attitudes, skills, and approaches to problem-solving inherent in this subject manifested in life beyond the school? What workers or what further educational opportunities require or elaborate the content being pursued in this course? How can student learning about the content of this course be used also to stimulate their consideration of personal preference and competency? How can students be helped to constantly project their own answers to questions such as knowing what I know myself, how would I likely perform in a particular future academic or vocational role related to the content of this course?

Career development insights, then, accent the need to tailor educational responses to the characteristics of the student populations with whom we are dealing. They reinforce the equally important point that many techniques presently exist to facilitate career development but are not yielding maximum effect because they are not conceived as ways of providing inexperienced young people opportunities to bring reality to personal planning about vocational or educational goals, of projecting their own characteristics into the future implications of current educational content, or of reality-testing current personal behavior within a protective climate.

CAREER DEVELOPMENT: CLIMATE CONSIDERATIONS

Career development theory and research speak not only to content and process dimensions of Career Education but also to the climate in which it must be nutured. If Career Education is to work, a climate supporting career development must occur in the school. It is clear that people develop their self-concepts, their perceptions of personal worth or lack thereof, from other people. They also incorporate belief systems about alternatives, the worth of personal planning, and the other notions implicit in career development to the degree that these concepts are valued and their importance reinforced by people from whom they seek feedback: teachers, counselors and administrators.

Students can hear from adults that one should consider a spectrum of occupational alternatives, those requiring post-secondary education as well as those which do not, but if, in fact, they are made to feel put-down everytime they consider an alternative other than one which is technical or semiprofessional, the message gets distorted. If adults talk about the importance of vocational education and are permitted to snub vocational education students, the latter's confusion is extended. If students hear about the dignity of all work but are provided information about only a few ways of working, decision-making freedom is reduced and being informed is an impossibility. These are matters of climate as well as matters of process or content.

SUMMARY

In summary, while still incomplete and in a continuing state of need for better answers and more comprehensive theory, contributions of career development to career education include:

1. Awareness that students need a comprehensive body of information which links what they are doing educationally to future options which will be available to them in education and in work.

2. Awareness that students need to be able to assess elements of the self, incorproate their meaning, and relate the relevance of self information to the choices with which they will be confronted. Without such linkages, feelings of powerlessness, of being unable to affect one's future, have a tendency to result.

3. Awareness that implicit in Career Education programs is the need to help students first see themselves as *some one* before they can see themselves effectively as *some thing* (Tennyson, 1967). Unless a student knows what personal resources he has to commit or wants to commit to planning and choosing or the outcomes he seeks from life, he has no particular guidelines by which he can decide whether any possible option is of value to him.

4. Awareness that to be effective, career development is not simply another add-on to current curricula. Rather, the development of constructive vocational identity and behavior—career development—is a process which begins in childhood and continues throughout school life. Consequently, educational objectives must be developed which encompass knowledge, attitdues, and skills fundamental to career development. These objectives must be tied to activities or experiences likely to facilitate the accomplishment of these objectives. Finally, the resulting objectives and experiences must be placed along a developmental time line integral to the educational process and responsive to the developing characteristics of students. Facilitation of career development can not be isolated only in units or in career days but must be reinforced by and woven through curricular emphases and the attitudes of those who monitor this process.

5. Awareness that as in any developmental emphasis, individuals will differ in their readiness for career development or the ways by which to approach the tasks subsumed by it. Career development is not necessarily linear or continuous. Thus, monitoring prescribing, and modeling among a range of educational experiences will be required to serve the needs of students at different developmental levels.

6. Awareness that in facilitating the process of formulating preferences and decision-making ability, contexts must be provided by which students can figuratively or literally project themselves into career roles and in a simulated or actual way be able to act out and test them for themselves. This will require more effective and more extensive use within curricula of group processes, gaming techniques, role playing, case studies, simulation, work-study, and work itself as a means for behavior modification. To implement the latter in a comprehensive way means that the community must be a participant in Career Education. Beyond paying the tab, it must comprehensively serve as an exploratory and employability laboratory in its role as the school extended.

These six implications from career development are important anchor points for the shaping of Career Education. Collectively, they add promise to the heritage of this society that not only does each man have as a basic right the choice of an occupation, but that also he is entitled to the assistance and the preparation to choose well and to experience the dignity and the fulfillment that such a condition permits.

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The teaching of separate, distinct vocational skills can be irrelevant and isolated as the classical curriculum. Accordingly, vocational teacher educators should lead the way in preparing vocational teachers whose primary concern is not in reproducing themselves by instructing in this or that skilled craft alone, but rather in facilitating self-learning for career development.

The men and women who have been taught to think of themselves as machinists or nurses, or even instructors, will be especially subject to the shocks of future change. Those who best survive the future will consider themselves (as do those today who are achieving the greatest success) not so much as persons who have a certain role or do a particular job, but as persons involved in the experiences and the processes that result in an extension of themselves along a time-space continuum of interrelationships, renewal, and reconstruction. It is no longer sufficient to be somebody who can do something worthwhile. Human development is essentially the development of functions which can be used in many ways to achieve changing goals. Thus, man is a multiplicity of media! And the finest development of humanity is in terms of career in the sense that one is becoming an ongoing process, using oneself—using one's own uses—voluntarily, deliberately, and intellectually.

Counseling and Guidance: What Will They Become in the Remaining Years of the Twentieth Century?

Speculating about the form and substance of counseling and guidance two or three decades into the future is fraught with the likelihood that one's pronouncements will be composed of a large error quotient. To do so at all assumes that man will not destroy himself during the period being forecast, that students will still be wrestling with identity questions, that students will still have choices to contemplate. Taking an optimistic view, this paper accepts these conditions as likely and contends that the services subsumed by the rubric "counseling and guidance" will become more rather than less viable responses to student needs in the decades immediately ahead.

While the future specifics of counseling and guidance can at best be extrapolations from current trends, there is ambiguity about how different from today they will be. In other words, will counseling and guidance services be extensions and refinements of what exists today or completely different. There are current factors and forces which are pushing for change of revolutionary magnitude; there are also other forces supportive of change in counseling and guidance but within the general parameters of these services as they have evolved since the beginning of the twentieth century.

Regardless of whether the changes in counseling and guidance are partially or totally different from what exists in the 1970's, the seeds of these transmutations are likely to already be growing. The following sections will identify those concepts and forces which appear most likely to have an impact on the future characteristics of change in counseling and guidance. The reader is cautioned, however, not to view these possibilities as probabilities or the probabilities as certainties. The contingency factors which operate to constrain or oppose each of these outcomes are diverse and subtle.

SYSTEMS THINKING

Lloyd-Jones (1970) has suggested that man's view of himself and the world has undergone at least three sweeping revolutions. The first two had to do with man as a tender of plants and man as a tender of machines. However, with the pervasive effects of the electronics age, man is beginning to have another totally new view of himself as one who can develop and maintain systems. A systems approach does not use the idea of parts geared into other parts, but that of interacting aspects, all changing as they act on other aspects and as they are acted upon.

During the past thirty years or so, the systems approach has been applied to problems of warfare and the development of weaponry, the manufacturing of products, and recently, to the delivery of human services. Such an approach suggests that if you wish to attain some outcome—i.e. a student who possesses vocational maturity, an institution which provides a psychological climate that is mentally healthy—you build toward that goal by taking into consideration the functional relations between parts, elements and components which make it up (Herr and Cramer, 1972). In essence, you attempt to understand a problem whole and to account for the effects of different actions you might take to resolve it. Basically, a systems approach to educational or to psychological problems requires such steps as the following:

1. Translate the broad aims of the enterprise into objectives which are explicit and operational.
2. Design the procedures which are intended to accomplish these objectives, identify the relevant variables which the procedures are intended to order and change, and construct a model which suggests a *priori* and consequent relationships among the identical variables.
3. Implement the model and evaluate the results of the innovation in terms of the operationally stated objectives.

The implications of systems thinking have affected counseling and guidance at several levels. Perhaps the most influential of these levels has been in terms of stating objectives. Counseling and guidance has historically experienced difficulty in articulating what its purposes are. [illegible] difficulty has been expressed in resurgent demands for role and function studies or other responses to role identity crises.

Shaw (1968) has contended that frequently one finds in descriptions of guidance services simple inventories of what will be done (e.g., individual counseling, testing) rather than a rationale expressing why anything is to be done at all or the objectives which the guidance services are to meet. Shaw has further maintained as have other observers, that when guidance objectives are stated, they are stated in such gross terms (e.g., to assist students to be happy or successful) that they can not be operationalized or they do not represent areas which call upon skills or competencies unique to guidance practitioners. Krumboltz speaking to these points states specifically that "it is crucial that we conceptualize human problems in ways that suggest possible steps we can take to help solve them." Further, "they must be translated into specific kinds of behavior appropriate to each client's problems so that everyone concerned with the counseling relationship knows exactly what is to be accomplished" (Krumboltz, 1966).

The future will likely bring greater specificity to expectations for counseling and guidance efforts and a greater eclecticism to their implementation. Several responses to systems thinking and the lack of specificity in the objectives and direction of the counseling and guidance effort are now underway which may presage the future. For example, the State of Washington has just completed a school counselor certification plan which calls for behaviorally stated performance standards related to client outcomes. Professional identity and involvement are encouraged through counselor self-assessment against specific performance criteria, individualized training and self-renewal programs, and lifelong professional development plans (Brammer and Springer, 1971). Specifically, the statements of parameters of counselor behavior include such examples as the following:

1.0 The counselor facilitates goal achievement of specific clients or client populations. The term *client* refers to anyone who seeks information from or consults with a specialist. Included among the counselor's clients are:

1.1 Students
1.2 Teachers
1.3 Administrators
1.4 Colleagues
1.5 Parents
1.6 Community Representatives
1.7 Employers

3.0 As appropriate, the counselor is able to elicit responses from clients and goal facilitators (1.1–1.2) which include one or more of the following:

3.1 Specific informational responses
3.2 General informational responses.
3.3 Affective responses
  3.31 Feelings about self
  3.32 Feelings about others
  3.33 Feelings about self in relation to others
  3.34 Feelings about self in relation to environmental factors
  3.35 Other
3.4 Cognitive responses
3.5 Commitment responses

4.0 Together with a specific client or specific client population or goal facilitators, the counselor realistically (4.1 vs. 4.2) identifies the contributions *he* can make toward the achievement or approximation of specific goals:

4.1 Ideal goals
4.2 Realistic goals within an estimated time limit
4.3 Immediate goals

9.0 From within the framework of a selected rationale (8.0), the counselor interacts with specific clients or specific client populations and with significant elements in the client's life space [illegible] a manner which enables the client to achieve or approximate the goals (4.0 [illegible]rd which both have agreed to work (Springer and Brammer, 1971).

In addition to the examples [illegible] parameters of counselor behavior given, the same levels of specificity an[illegible]als are applied to modes of interaction, context of interaction, types of information to be exchanged, and evaluation of counselor-client interaction.

It is likely that the emergence of attempts to specify quite precisely the characteristics of school cunselor behavior, the modes of interaction with different student concerns relative to different problem contexts, and other pertinent areas will also yield a variety of alternative, functional approaches to human services. This in turn will lead to the requirement for systematic management of human service systems by which the delivery of subsystems or alternatives in the systems can be tailored to individual needs. This may occur within the context of pupil personnel services or some other model of the delivery of interactive services. Further, this will involve concerns for differentiated staffing, use of paraprofessionals, new career ladders for counseling and guidance personnel and other similar modifications to existing procedures and models (Ehrle, 1972).

MICROCOUNSELING AND SIMULATION

Other trends at least partially attributable to systems thinking are microcounseling and simulation. These approaches have begun to influence counselor training programs. Fundamentally, microcounseling is an approach in which trainees work with volunteer "clients" in brief counseling interviews in order to acquire specific behaviors (Kelly, 1971). The assumption on which both microcounseling and simulation are based is that "realistic" samples of expected professional behavior can be developed so that trainees can rehearse professional behavior can be developed so that trainees can rehearse professional competencies under supervision without posing difficulties for "real" clients. Obviously, the analysis of counselor behaviors, modes of interaction, types of information which counselors use with different clients, as these were cited above, represent a large repertoire of specific behaviors which a counselor needs and which can be learned in separate "packages." A number of current applications of such packages exist. For example, Wittmer and Lister (1972) and Panther (1971) have trained counselors in consultation skills through the use of video taping. Fredrickson and Popken (1972) have used similar simulation techniques in training directors of guidance to deal with such problems as guidance staffing, budgeting and program development. Hackney (1971) developed a pre-practicum counseling skills model which included specific training in such skills as learning to tolerate and use silence as a tool, learning to listen and learning to identify feelings through verbal and nonverbal communication channels. Danish (1971) has developed a film-simulated counselor training model which uses a series of filmed emotional vignettes: (a) to increase trainee self-awareness and (b) to provide the trainee a basic repertoire of counseling behaviors. Higgins, Ivey and Uhlemann (1970) have developed a programed approach to teaching behavioral skills emphasized in mutual communication which they have entitled media therapy. Ivey, Normington, Miller, Morrill and Haase (1968) have developed a set of instructional materials designed to facilitate the learning of the following counseling skills:

1. Attending behavior
    - a. Eye contact
    - b. Postural position, movement, gestures
    - c. Verbal following (counselor's responding to a client's comment without introducing new data)
2. Reflection of feeling
3. Summarization of feeling

Such approaches to the preparation of counseling and guidance personnel have moved from separate packages dealing with specific techniques to the structure for total programs of counselor preparation in such places as Stanford University and Michigan State University (Horan, 1972). One can only expect that such approaches to counselor preparation will grow in numbers and status in the future.

TECHNOLOGY

Systems thinking, microcounseling and simulation all relate in some way to technology as an idea or as a term describing the uses of mechanical devices. Waltz (1970), for example, has suggested that "The future of guidance could well depend on the capacity of the counseling profession to utilize technology effectively." The microcounseling and simulation approaches just identified which are used to train counselors in some set of skills rely on devices—e.g., films, video taping, programmed manuals—to illustrate or reinforce the behaviors to be acquired. But these devices are not confined to preparing counselors. They are being used in a variety of ways to assist clients after their behavior. Games, work samples films, film strips, problem solving kits, computers, used for information retrieval or as interactive systems with which clients can have a dialogue are each examples of forms of technology which can help counselors facilitate exploratory behavior, information-seeking skills, awareness of alternatives or contingency factors, decision-making strategies and a host of other possibilities for client activity. While these forms of technology make it possible for counselors to do old things in new ways or to do things which were never possible before, they also introduce new problems of confidentiality, privacy, and management of personal data. They further require that the counselor become familiar with the capabilities, the limitations, and the procedures for use of a wide range of technological concepts or devices. Beyond that, however, they tear at the historical images of the counselor and stimulate the need for sharpening or new directions. Role and function questions are not answered by the availability of non-machine systems or counselors and technology coming into new symbiotic relationships: they are simply reordered and changed.

THE COUNSELOR AS APPLIED BEHAVIORAL SCIENTIST

It seems presently apparent that the counseling and guidance practitioner of the future will become increasingly eclectic in his professional behavior and increasingly empirical in his attempts to determine his effectiveness. Thoresen (1969) and, more recently, Berdie (1972) have suggested the need for the conuselor to become an applied behavioral scientist. Thoresen suggests the need for such an emphasis because: "It is almost as though what goes on in the name of counseling could be described as a 'happening,' that is a cluster of somewhat unconnected random events. Seldom do we actually know of the consequences of our efforts." It is his contention that the rigidities of theoretical dogma or the obscurity of complex abstractions to describe human problems or counseling methods need to give way to the systematic evaluation of a variety of techniques applied to a range of human problems.

Berdie who is less optimistic about the survival of counseling in its traditional sense recommends that it be replaced by a discipline called applied behavioral science. While Thoresen seems to support the evolution of counselors into applied behavioral scientists, Berdie suggests essentially beginning again with new training programs, new expectations, and new emphases. He contends that counseling and guidance have failed to demonstrate their ability to satisfy basic and continuing needs of individuals and hence have not been accepted by society. However, his model applied behavioral scientist will be able to apply very specifically a wide range of theories, ideas, and concepts which have empirical bases and coherence for solving a broad range of human problems.

To suggest a movement toward applied behavioral science is not to suggest that other perceptions no longer persist. Certainly the skepticism about the effects of technology on man's "humaneness" continue to occupy a place in the professional literature. For example, Gambon, Kelly and Koltveit (1972) have addressed their perception of the humanistic counselor in a technocratic society. They have indicated that, "because education is committed to human growth and improvement, educators must accept technology and at the same time deal with the dehumanization that is its by-product." Their solution to the onslaught of technology upon all aspects of life is for the school counselors to assist others in developing a humane educational environment within the school or to conceive such experiences as will enhance the humanization process.

The perceptions just cited are natural extensions of humanistic psychology as it has appeared in the work of such persons as Frankl (1959), Maslow (1965), May (1961) or Rogers (1961) or as it has been manifested in T-groups, encounter groups and other similar consciousness raising experiences. All of these share in common the intent of helping the individual act in more positive, meaningful ways interpersonally; to help him become more sensitive to himself and to others; to help him be more aware and emphatic.

Until fairly recently, humanistic psychology and applied behavioral science tended to be viewed dichotomously, as though they represented polarities rather than differences in emphasis. It is likely that this dissonance will be diminished in the future. For example, Thoresen (1972) currently speaks of behavioral humanism as a way of translating humanistic concerns into human response terms in such a way as to encourage systematic and scientific inquiry about the "overt and covert processes that influence the actions of individuals."

THE COUNSELOR AS CHANGE AGENT

The forces which are pushing the counselor toward becoming an applied behavioral scientist are also heightening the pressure for him to individualize or tailor his responses to students or clients. That is to say, counselors are increasingly being encouraged to depart from the traditional one-to-one relationship with counselees and, instead, to adapt and use any ethical technique which will result in the appropriate altered behavior. In addition, counselors are being encouraged to look outside of the person for resolution of certain types of problems and in so doing to treat the environment rather than the person.

Treating the environment can mean in gross terms "environmental modification" or "environmental manipulation." Environmental modification may mean assisting others in changing the reinforcement schedules provided a particular person, or becoming more encouraging or supportive of a given student, or developing diverse learning experiences attuned to a wider range of student needs than was previously possible. Environmental manipulation, on the other hand, may mean actually removing a person from one environment and placing him in another more congenial to his needs or to repairing his educational deficits.

Regardless of whether one practices environmental modification or manipulation, these techniques give rise to the counselor being described as a change agent (Baker and Cramer, 1972), environmental engineer, manipulator, or behavioral engineer (Arbuckle, 1971; Matheny, 1971). These roles, in addition to a focus on the environment as the object of concern, also suggest that the counselor of the future might have minimal personal involvement with the students with whom he works; in essence, since his energies will be expended on making the psychological climate more positive he will proffer his skills indirectly rather than directly in behalf of students.

CHANGING THEORETICAL MODELS FOR COUNSELING AND GUIDANCE

Berdie has suggested, when addressing the characteristics of the preparation for the counselor of the future (the applied behavioral scientist), that the present counselor's difficulty is "not that he has too much theory, but rather too little. He does not have enough ideas and concepts to understand the problems that face him or to develop approaches and solutions to these problems." Thus, he recommends that in the future counselors should be well acquainted with theories of the following types: social influence, reinforcement and learning, cognitive development, field, psychoanalytic, trait-and-factor, role, decision, organizational and vocational development. Further, he maintains that counselor insights from anthropology, economics and sociology will need to have increased attention.

Tyler seems to echo awareness that the conceptual background for counseling and guidance efforts is less than complete when she states: "Perhaps more than it needs answers, at this juncture counseling research needs new questions—questions not about what counselors do but about the developmental process they are attempting to promote." She argues that the dominant personality theories "give us useful conceptual tools with which to think about what is wrong with a person and how it might be set right, but not to consider the question: What might this person do?" (Tyler, 1969, p. 21).

In response to Tyler's concerns are the implications radiating from evolving knowledge and theory about career development. One of the axioms which has gained wide agreement in the theoretical approaches describing career development is that decision-making is a process which has a longitudinal character. It finds its roots in early childhood and extends throughout one's life. Indeed, it appears that the process of career development is intimately associated with the process of personality development more broadly conceived. In essence, every individual has a cumulative history which continues to express itself in present choice-making behavior and in one's orientations to the future. Decision-making, then, involves translations of how one has come to view himself and his orientation to the past, present, and future as this is expressed in what he thinks he can do, what he chooses to do, and what he does.

Collectively, these views of career development and of choice behavior indicate that how man views himself and his choice possibilities is a learned characteristic based upon the accuracy and scope of the information one has about the self, environmental opportunities, planning, ways of preparing oneself for what he chooses and ways of executing what one has planned. In other words, career development does not unfold unerringly from some chromosomal or genetic mechanism but is primarily a function of learned responses, whether negative or positive in their results.

The current state of career development theory is such that a variety of developmental tasks (Super, Starishevsky, Matlin and Jordaan, 1963; Herr and Cramer, 1972), elements or themes (Herr, 1972) can be identified which can be used to answer tentatively such questions as "What can man do?" "What behaviors do individuals need to acquire an information processing strategy?" or "What knowledge, attitudes, values or skills comprise decision-making prowess?" Thus, career development theory as presently constituted provides a powerful stimulus to considering counseling and guidance as having two functional roles: stimulation or treatment (Herr and Cramer, 1972). Stimulation is essentially synonymous with development. In this role, counselors can create experiences by which students will develop the attitudes, knowledge, and skills conducive of personal competence in decision-making. On the other hand, career development provides the stucture for a cognitive map of potential conflicts by which counselors can serve in a treatment capacity for certain students.

Mathewson (1970) has indicated that since 1950, the development of the individual's ability to make his own choices and to direct his own affairs has become an overriding concern; recurrent needs and problems are seen as opportunities to foster individual capacity for self-determination. Thus, to a growing degree in the future, counseling and guidance shall "employ educative (not impositional) processes aimed at fostering, on a developmentally graduated scale, the capabilities of the individual for self-direction. . . . In these educative forms of guidance, the guidee will be looked upon as a learner and the counselor as an educator who provides—or helps to provide—special forms of learning experience, who aids the learner to interpret and evaluate his experiences and his approaches to experiences, and who accompanies the learner as he shapes his autobiographical pattern among many subject matters, over many years of schooling, and through many types of personal and social experiences" (Mathewson, 1970, p. 141).

In a more global conceptual sense than is presently found in career development theory, Foa and Turner (1970) argue that by the year 2000 we can expect to experience an integration of behaviorism and psychophysiology; a movement from the study of single behavioral variables to organized behavioral wholes; a greater knowledge of structural dynamics—how behavioral patterns become progressively differentiated as one matures; more attention to the notion that cultures are complex learning programs which have different structures and emphases among them of importance to the understanding of persons of ethnicity, racial or social differences.

Such a perspective validates the growing importance of a developmental theory or structure—for example, career development theory—to guide the stimulative efforts of counseling and guidance. In addition, it also adds credence to the growing perspective that many problems experienced by counselees are indeed problems of learning. Thus, insights into operant and classical conditioning, reinforcement, contingency management, as well as social learning, modeling, vicarious reinforcement will experience growing attention as conceptual structures for counseling and guidance efforts.

It is important to note that concerns for development are not confined to decision-making, choice behavior, or information processing. Mosher and Sprinthall (1971), for example, have promoted the importance of developing personal or psychological maturity of the self. This requires, of course, not only theories about abnormal behavior but, more importantly, models of human effectiveness. It imputes increasing vitality to questions like "What is self-actualized behavior?" "What are the constellation of traits which comprise psychological maturity?" 'How did persons so described acquire such characteristics?" "What are the possibilities of man and his nature?" "How can human fulfillment be described and assessed as well as facilitated by changes in psychological climates?" (Walker, 1967, pp. 451–452). Such concerns will likely spur new emphases on ego psychology and the psychology of personal dynamics or interpersonal dynamics as these have been identified at other points in this paper.

OTHER EMERGING TRENDS

Spatial limitations preclude an adequate examination of other trends which possess, like those already identified, the potential to influence the shape and character of counseling and guidance in the next quarter century. Many of them are refinements or variations of the trends already identified. Among them are such possibilities as:

1. As it becomes increasingly clear that human behavior is complex it will become equally clear that no one group of specialists can effect substantial behavioral change alone. Thus, it can be expected that guidance and counseling specialists will operate increasingly on a collaborative basis with other professionals (Harris, 1969). In essence, there will be a growing affirmation of the teamwork concept among school counselors and other pupil presonnel specialists as well with teachers, parents, and representatives of various community agencies (Dugan, 1963).

2. The counseling and guidance profession will place more emphasis in the future on preventative emphases, rather than operating principally as remedial or *ex post facto* approach to counseling students with problems. In this sense, counseling and guidance personnel will become active rather than reactive in the discharge of their professional responsibilities. Long-term guidance efforts will begin in the pre-school period and continue throughout adult life (Harris, 1969). As a result, there will be steady incremental increases in the provision of counseling and guidance in the elementary school and a significant increase of outreach activities from the school counselor to the unemployed dropout and floundering youth adult.

3. The increase in the delivery of guidance services in the intermediate future will likely be a function of growing numbers of nonprofessionals being used in combination with various forms of technology. It is unlikely in the foreseeable decades that there will be enough professionally trained counselors available to meet the demands for service.

4. It is likely that increasingly effective group guidance and counseling procedures will be used to help youth clarify problems, to rehearse mechanisms, and to serve as the context for simulation of different styles of chance behavior.

5. The perspectives of counseling and guidance will stress more fully in the future concern about guiding the individual as he chooses among a multiplicity of life styles and value commitments rather than vocations in the narrow sense of that term.

6. Because of a growing thrust toward clarification and definition of professional status for counseling and guidance personnel at all educational levels, public and legislative support for these practitioners will grow. Part of this outcome will be related to the evolution of higher quality controls in school counselor selection, preparation, and certification (Dugan, 1963).

7. As the world moves toward the end of the century, counseling and guidance will serve a more cosmopolitan clientele whose concerns are international in focus. The techniques and insights which undergird the skills of the counseling and guidance professional of this period will be less parochial or national in origin than is currently the case and will symbolize a synthesis of techniques with a worldwide empirical base.

SUMMARY

This paper has contended that while it is difficult if not dangerous to predict the future, there are current trends which give promise of having major impact on counseling and guidance during the next quarter century. From the vantage point taken here the most prominent trends are: systems thinking, microcounseling and simulation, technology, the counselor as applied behavioral scientist and the counselor as change agent. Given the continuing interaction between counseling and guidance and political and social realities, dramatic changes in the later will likely transform the former in ways which can not predicted. It can only be hoped that whatever future changes occur in counseling and guidance result in effects which expand and free man's "humaneness" toward himself and his fellows rather than restrict it.

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GUIDANCE AND VOCATIONAL ASPECTS OF EDUCATION: SOME CONSIDERATIONS

Should school counselors be responsible for all students? Should the majority of the professional time, skill, and energy of school counselors be invested with students going directly into work rather than with those entering college? Do the students described as non-college bound or as college bound represent two separate parts of a dichtomoy? Should school counselors behave differently with students contemplating vocational education as compared with those contemplating college preparation? Should the counselor be responsible for dealing with environmental factors which influence student choice? Each of these questions is implicit in the priorities to which school counselors give their allegiance and from which they evolve their professional behavior. Thus, it is imperative that individual counselors, when formulating personal responses to questions such as these, consider both the characteristics of students making choices as well as the personal and social contexts in which choices are made.

The purpose of this article is to identify some implications for guidance which attend its relations with vocational education as well as other vocational aspects of the educational process when factors such as the following are considered:

1. External Concomitants of Free and Informed Choice.
2. Internal Concomitants of Free and Informed Choice.
3. Heterogeneity of Student Input and Motivation.

FREE AND INFORMED CHOICE: SOME EXTERNAL CONCOMITANTS

First, if there are obstacles and impediments that prevent students from choosing an option, that choice is not free [9, p. 9]. And guidance, through the theoreticians and practitioners who give it voice, has continued to assert that a major thrust of guidance is to enhance students' freedom of choice. In this regard, however, it is not simply free choice for its own sake, but informed free choice. This means that a student must be free to choose a curriculum that will best serve his own desires, needs, and values—whatever that curriculum may be.

The factors of free and informed choice which are extrinsic to the individual within educational settings find expression in contextual and is social permissiveness. Contextual permissiveness is manifested in both the availability of curricula that are responsive to the needs of students and relevant to where any student is in his search for a larger context of purpose. In addition, however, free choice of curriculum or free choice of vocational options can exist only when the social structure, i.e., teachers, parents, the community at large, ascribes equal value to the differential options available to the student (social permissiveness).

In addressing himself to the democratic antecedents of the Vocational Educational Act of 1963, Senator Wayne Morse of Oregon made the following observations:

"It is in keeping with the American tradition that the many tasks of the world of work are equally important—that the man who works with his hands should be just as well trained, have just as many opportunities, be just as respected as the man who works at a desk. It is also in keeping with the democratic ideal that every man and woman should have access to the education and training needed to develop to high highest potential." (14)

While such statements are typically greeted with varying gestures of affirmation from the various publics concerned, the translation to effective action of the value sets involved is less obvious. Only as there exists psychosocial support of student choices ranging across the occupational spectrum and curricular pathways designed to provide preparation for wide-ranging occupational opportunities can attitudes combine with actions to increase freedom of choice.

What, then, are the responsibilities of guidance programs and of counselors? Counselors in schools continue to be in a quandary about their responsibilities with regard to issues generated by the social environment of students and reflected in such areas as support for or values applied to various curricular or vocational choices [15, Part III]. The principal professional source [1, pp. 100–106] for such decisions recommends some thirty-seven or more functions which the school counselor should perform or cause to be performed. At least half of these can be broadly described as "chance agent" functions in which the expectation is that the school counselor should be in contact with the significant others of the students' environment: teachers, administrators, other pupil personnel services specialists, parents, representatives of community referral agencies. Yet, at least one recent study [6] suggests that these are precisely the functions which school counselors are not performing, causing to be performed, or for which they are not receiving preparation. The major emphasis of counselor practice and preparation apparently remains the one-to-one relationship between counselors and counselees rather than counselor involvement with the social environment in schools and communities which contribute to value rigidity, stereotype, and unrealistic expectations or demands upon students.

That this disparity between what is and what must occur should be given greater attention in the future is also reflected in a recent paper synthesizing the report of seven conferences sponsored by the U.S. Office of Education, each of which was devoted in some manner to the vocational aspects of guidance. One quote will suffice to make the point:

"Schools need to be geared for change. Consequently, counselors and guidance workers must be prepared to serve as educational leaders, reformers, agents of change. This change requires that counselors be more than test technicians and interviewing specialists; and, thus, in counselor education programs, they must be provided courses not only in changes in the meaning of work, but also courses about change as a process. The counselor of the future will likely serve as a social catalyst, interacting in a two-person relationship with the counselee part of the time, but also serving as a facilitator of the environmental and human conditions which are known to promote the counselee's total psychological development, including his vocational development, as well as a strong sense of self-identity with which he can cope with change. Thus, the conference participants expect the counselor to be active, to assume a positive offense, to be more committed and willing to fight for what he considers correct" [5].

In more pragmatic terms, it would appear that counselors must be oriented to get out of their offices to places where the action is. If counselors have a mandate to help youngsters sort out and cope with the demands upon them, then counselors also have a mandate to get to the points where unrealistic demands upon youngsters are generated and work with others—teachers, parents, employers—to look at these demands and modify those expectations, demands, and attitudes which can be modified in more logical ways.

As a part of this process, school counselors must bring their insights about the needs of children to bear upon developing educational programs. The lockstep and inflexibility of certain training durations and specified training experiences must be broken to give more attention to the needs of particular groups of students. Educational programs must be created to match the needs and characteristics of children in continuous efforts to counteract the often pervasive tendency to fit and force students into existing programs. Vocational educators and school counselors must work in harmony to determine what students intend for themselves and what kind of vocational preparation is appropriate for different groups of youngsters at different ability levels. If, for example, vocational education is a vehicle in vocational development, better information must be generated about whom and under what conditions this is true. Campbell [2] has recently reported data which suggest that how guidance counselors and others perceive the needs of students and the services they require is not necessarily congruent with how students view the same issues.

These observations further suggest that school counselors must be aware that they cannot do the job alone. A guidance counselor and a guidance program are not necessarily synonymous phrases. Counselors with their skills in group dynamics, interpersonal relations, perceptions of organic interactions must recognize the necessity and the opportunity to work with others in achieving mutual objectives.

FREE AND INFORMED CHOICE: INTERNAL CONCOMITANTS

In many instances, what guidances counselors do and what theoreticians suggest they do seems to assume that unqualified freedom of choice is permitted and supported by the environments in which students find themselves, and that individual choice-making is predicated on logical, rational, and continuing bases. But, it is obvious that, in addition to contextual and social permissiveness, another major aspect of freedom of choice lies within the individual himself.

Choice-making is often more psychological than logical and must be examined in this context. The emphasis in some current theories of vocational development that vocational behavior is continuous, uninterrupted, and progressive has been accepted as a truism applicable to every person. There is abundant evidence that this is too simplistic an approach to be all embracing [11]. One cannot generalize from the homogeneous samples on which many theoretical components have been validated to the heterogeneous populations which are, in fact, reality. Certainly, the disadvantaged segments of our population cannot be described as moving toward vocational maturity in continuous, rational ways. Rather, they seem to be described more adequately as in varying states of discontinuity, delay, or impairment with, in frequent instances, the only reference for decision-making, immediate gratification. The social and individual factors contributing to these phenomena are variously intermixed.

From an existential frame of reference, Simons [16] has contended that vocational choice is ultimately a result of an array of decisions leading to self-objectification. It is these sequential decisions which give the individual the option of standing out as fully responsible before his fellow man, of being objectified, or of conforming to certain stereotypes which permit him to escape the painful process of having others see him as he really is. Hence, it is the ego strength which one builds and commits to these decisions that ultimately determines whether or not he is going to spend his life in dynamically realizing his potential, or spend it in the frustration of fighting his own innate drive toward fulfillment. This is the stuff of which vocational maturity and personality is made. It is critical that individual choices to commit oneself or not to commit oneself to each of the decisions demanded of him be informed choices, but informed choices do not occur magically.

Steffire [18] has suggested four variables of relevance here which encompass self and society: the self, the self-concept, the occupational persona, and occupational role expectation. The initial emphasis for the counselor in his work with the counselee relates to creating desired congruence between the self and the self-concept. Unless the actual strengths, the skills, the potential of the self are reflected in the self-concept, the self-picture, the labels by which one describes himself and by which he guides his behavior, part of the self is denied. In addition, the fit between the self-concept and the occupational persona, the vocational mask which society will permit him to wear or which the individual will display, can be only partial. And, finally, to maximize the fit between the occupational (or curricula) persona and the self-concept requires a clear presentation of occupational (or curricula) role expectations. Thus, to diminish the gap between the private and the public worlds of the individual, counselors must aid the person to develop and accept an integrated and adequate picture of himself as well as an accurate picture of the psychosocial dimensions of the environmental options which stretch before him. He must be provided continuing opportunities in the protected context which is guidance to figuratively or literally project himself into simulated or actual environmental options, test the probable outcomes, and refine his sensitivity both to the self and the requirements which confront him. Such an expectation assumes the need for accurate and relevant information about the parameters of self and society as well as effective media by which such data can be internalized and accommodated. If "one behaves as one perceives" [17], then counselors must assist in creating conditions by which the individual perceives both the self and the options open to him accurately. Information introduced as part of these conditions acquires significance only to the degree that it is perceived as personally relevant.

If Luchin's Primacy Affect [12] is a valid premise—that the information which is obtained first carries the most weight in the ultimate decision—significantly more attention must be concentrated at the elementary school in terms of attitude development, decision processing, self-awareness, as well as awareness of the broad characteristics and expectations of work. Increasingly rigid walls have been erected between the pre-adolescent or the adolescent and the vocational niches or educational options to which they must relate. In far too many instances, large segments of our student population—those from the culture of poverty and others—have no systematic models to which to relate or psychological support for the quest for behavior which is personally and socially relevant. These conditions occur at a time when attitude formation is in its seed stages. Consequently, the total educational process must support and reinforce those experiences which will generate attitudes and self-acceptance ultimately having a vocation manifestation. Vocational values and attitudes need attention prior to skill consideration. The integration of vocational values, attitudes and facts, as well as the relationship between academic content and occupations integral to curriculum development is a priority concern. Students must be helped to relate, in an instrumental way, what they are doing in the classroom to the expectations of varying work contexts. Teachers must be made sensitive to the fact that their attitudes toward work at various levels make a significant impact on the attitudes of students as they develop perceptions of work. It is in these ways that guidance program objectives must interface and infuse that which takes place in contexts outside of the guidance office.

Vocational maturity is by definition, the synthesis of the acquisition of skills and experiences on which such maturity is based. Unless youngsters are provided systematically the awareness and the opportunities to internalize decision-making as a process, to experience decisions, to understand consequences and responsibilities attendant to choice, to attune themselves to themselves as related to choices, to understand that vocational choices have educational implications as well as personal implications, the acquisition of vocational maturity will be a trial and error process with less than maximum outcomes. As a result, comprehensive guidance programs spanning kindergarten through at least the twelfth grade must be articulated in ways which are relevant to the developmental characteristics of students and to the questions that students are concerned about, rather than what we presume they are concerned about.

There are those among us who would say such emphasis on the self and the self-concept or on the early precursors of vocational maturity are unnecessary because children at these ages are in the fantasy stage of career development. They are, thus, unable to make realistic choices until senior high school or later. This is true in a great many cases, but Gribbons and Lohnes [4] have recently shown that it is not true for all. Some important degree of vocational maturity early in the eighth grade is a reality for many of the subjects of their research. The assumption is that such vocational maturity is also present even earlier than the eighth grade among other students. McDaniels [13] has recently stated, "Youth are not too young to choose, only too poorly prepared to make choices." The point would appear to be that vocational maturity cannot be left to happenstance, nor is premature early closure of occupational choice desirable, but avoidance of these two possibilities requires of counselors assessment of individual status with regard to vocational maturity and of the experiences necessary to such attainment.

HETEROGENEITY OF STUDENT INPUT AND MOTIVATION

There are two other significant and interrelated concerns which need brief identification here. If school counselors are to intervene in and facilitate the decision-making of youngsters, their activities cannot be directed to dichotomous or arbitrarily homogeneous outcomes: college admissions *per se* or vocational education *per se*. Rather, counselor efforts must be directed to effective individual decision-making, the considered outcome of which might be college preparation, vocational education, some mix of each, or neither. If the outcomes of individual decision-making are arbitrarily polarized without maintaining a perspective on the broader goals to which guidance strategies must be related, one set of impediments can be substituted for another and a reemphasis of counselor behavior created without resolving central issues. Of relevance here is the discussion by Kimball of important distinctions between process and classification.

> This difference can be illustrated by comparing the collector, who seeks to classify and arrange the specimens he has gathered under some *a priori* scheme of classification, with the ecologist, who attempts to observe and explain the succession of plant or animal types under conditions of an unstable environment. The latter is concerned with process; he asks questions about the nature of change under certain conditions. The classical taxonomist is a collector and classifier, concerned exclusively with the nature of things. His approach can lead us no further than static formulation. [10, p. 24]

Related to such potential polarization is the assumption that students for whom college preparation is a primary educational motivation and those for whom college preparation is not an educational motivation are clearly homogeneous groups of youngsters. Although research findings do indicate that the latter group and their adult occupational counterparts may be characterized to a higher degree by deficiency in verbal skills, research also indicates that there is high overlap among these students in verbal as well as non-verbal skills, socio-economic status, scholastic ability, and an array of other descriptors [3, p. 6; 7, p. 5; 8, p. 28f; 19; 20]. Consequently, if one can assume that one of the major characteristics which differentiate youngsters across clusters of descriptors is educational motivations, then it must be further assumed that it is these motivations which guidance personnel must identify and nourish. Hoyt in his work with Specialty Oriented Students has identified one cluster of students for whom vocational education is the primate motivation, but there are others who have terminal educational motivation or motivation which does not include baccalaureate preparation, and vocational education is also indicated as a possible and important choice option. Each of these individuals must be supported in his quest for his goals and flexible educational programs designed to meet the needs by which such motivations are defined.

CONCLUSION

The concerns expressed in this paper do not relate solely to the matter of sensitizing school counselors to specific aspects of vocational education (although this is an important matter), but to a frame of reference about the factors, internal and external to the individual, which attend the choice-making process. It is only as school counselors can help individuals and environments respond to the heterogeneity of student characteristics and motivations in ways other than applying arbitrary labels or restrictive value heirarchies that the promise of free and informed choice can become reality.

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CAREER EDUCATION AND THE SCHOOL COUNSELOR

The implications radiating from career education promise to affect in significant ways the direction and the substance of American education as well as of such subsystems as guidance. Both the purposes and the processes of education and of guidance are undergoing, however subtly, a realignment as a result of the rhetoric, model building, and legislation pertinent to career education.

As the images and expectations represented by these activities are being diffused through different educational levels and settings, new models of educational structure and curricula are surfacing, possible linkage between school personnel and their counterparts in industry or the community are being forged, and classic assumptions about the purposes of both general and vocational education are being challenged (Herr, 1972). In short, there is underway a period of comprehensive redefinition of educational intent and response with regard to the needs of young people today.

As part of the educational scene, the goals and processes of guidance are undergoing the same kind of scrutiny and assessment as the broader context of which it is a part. Indeed, if guidance is an integral part of education rather than an entity simply housed in the school without any direct relation to its educational mission, its role must alter as the larger context changes.

Given the above observations, the remainder of this essay will analyze briefly some of the implications for guidance which can be expected to result from current interpretation of career education. These will be considered in terms of focus (objectives), time frame, remediation or stimulation and process (cooperative activity).

FOCUS

School counselors have traditionally been seen as the major facilitators of the guidance process. However, they have historically experienced difficulty in articulating what its purposes are. This difficulty has been expressed in resurgent concerns for role and function studies or some solution to role identity crises.

A partial reason for counselor role difficulties resides in a lack of conceptual structure from which functions can be derived. In partial support of such a hypothesis is Shaw's (1968) contention that one frequently finds in descriptions of guidance services or counseling programs simple inventories of what will be done (e.g. individual counseling, testing, group work) rather than a rationale expressing why anything is to be done or the student behavior which is to result as a function of whatever is done. Thus, clear statements of objectives to guide counselor performance are frequently missing. Shaw has further maintained, as have other observers, that when guidance objectives are stated they frequently are cast in such global terms (e.g. to assist students to be happy, successful, or mature) that they cannot be operationalized nor do they represent areas which call upon skills or competencies unique to the counselor.

Tyler (1969, p. 21) seems to echo this general concern for lack of rationale when she states that: "Perhaps more than it needs answers, at this juncture counseling research needs new questions—questions not about what counselors do but about the developmental process they are attempting to promote." She goes on to argue that the dominant personality theories which undergird counselor behavior do not deal effectively with counseling for choice or for considering the question: What might this person do? However, these are the emphases inherent in career education, and counselors, if they are to be integral aspects of it, must find conceptual structures by which to orient themselves.

It can be maintained that the approaches comprising career development theory provide a framework and the substance to tie the definition of guidance to a focus on individual decision making. However, making such a statement in no way validates its accuracy unless such a focus can be reflected in objectives which are precise enough to identify the unique contribution of school counselors to their attainment. Given the current activities of many authors and projects throughout the nation, it is possible to be optimistic about such possibilities.

If the facilitation of individual decision making is to become a major focus of school counselor behavior it is also important to consider the time frame to which guidance activities must respond.

TIME-FRAME

As knowledge and theory pertinent to career development have unfolded in the past decade, one of the axioms which has gained agreement is that decision making is a process which has a longitudinal character. It finds its roots in early childhood and extends throughout one's life. Indeed, it is becoming evident that life at all levels can be analyzed in terms of the sequences of decisions which it requires the individual to make. Thus, a conception of developmental tasks which describes the sequential antecedents of increasingly complex behavior appears to have as much validity in career development as in personality or psychomotor development (Herr and Cramer, 1972). While the exploratory periods of adolescence and young adulthood are frequently emphasized in discussions of career development, affects upon this set of behavior do not begin and end at these periods. Every individual has a cumulative history which continues to express itself in present behavior and in one's orientation to the future.

In the terms that have been discussed here, decision making is a process which stands together with self-definition. Current theoretical perspectiveness also suggest that how man views himself and his choice possibilities are learned characteristics based upon the accuracy and scope of the information one has about the self, environmental opportunities, planning, ways of preparing oneself for what he chooses, and ways of executing what one has planned. Obviously, the information requirements and the way an individual deals with information will vary from educational level to educational level.

As suggested earlier, the nature of career development is such that its character and focus changes at different educational levels. This is true because the areas of concern which children and adolescents are working through or about which they are principally concerned changes with different chronological periods. This is, of course, a global matter which becomes more complex when one adds refinements to these areas based upon racial, sexual, socioeconomic, or other personal history variables. The point is, however, that in response to these changing emphases in career development, guidance efforts and purposes can be defined differently at the elementary, junior high and senior high school levels.

Because children's career development needs are different from those of adolescents or adults, one can relate differences in guidance efforts to this longitudinal structure with a greater sense of purpose than is obvious without such an organizing structure. For example, while there is considerable sympathy among the public for the viewpoint that counselors are required in the elementary school, there are significant questions about how they differ in function from either school psychologists, school social workers, elementary teachers or elementary principals. Other questions concern whether they should be hired on the basis of an itinerant status among buildings or teachers of if they have a role to play as a part of the staff or specific elementary schools. Similar questions have always plagued junior high and senior high school counselors. In periods of economic turmoil, as is currently the case, such questions become a crescendo. Career education in its institutionalization of career development has provided both a framework and a stimulus to all groups of educational specialists, including counselors, to consider their specific contributions to the process. To do so, however, requires that counselors consider the implications of guidance as remediation or as stimulation.

REMEDIATION OR STIMULATION

Guidance from the outset of its establishment in the schools has served principally as a remedial function. It has been implemented typically when a problem has become visible either to the person who experienced the problem or some agent of referral to the counselor. Guidance has largely been seen as synonymous with individual counseling oriented to treating some individual "maladjustment" after the fact in relation to the cause of the maladjustment. Such a position can be seen as a reactive one.

Career education reinforces another role for guidance, a more proactive one—that of stimulating the acquisition by students of those ingredients pertinent to their individual career development. Unlike the remedial role's restriction of guidance impact to limited numbers of any student population, a stimulation role potentially permits guidance to have an impact on all students without precluding the possibility of responding to student crises when necessary.

Of obvious importance in a stimulation role is counselor identification of the attitudes, knowledge, and skills which comprise decision-making maturity. In general one can say that the individual will require information about the self, environmental alternatives, and decision making as a way of meshing the two. Each of these emphases can be further divided into vocabulary, knowledge, attitudes, and skills which need to be acquired. To illustrate the point, one might use environmental alternatives as an example. In terms of a learning sequence, it is necessary for the individual to develop a vocabulary by which to differentiate among educational, occupational, career, and social alternatives. Not all of the differences between or among these alternatives will be equally interesting or appropriate to each individual; thus it will be necessary for different persons to acquire fairly extensive knowledge about some of them. Knowing about some alternatives must then be considered in relationship to attitudes toward what one knows. In short, knowledge and attitudes toward environmental alternatives must be related to one's value system. This latter requires skill in relating environmental information to self information and applying it through the elements of choice.

These points could be pursued at length. But the point here is that a stimulation role vis-a-vis career development accents the need for the counselor to know that he is dealing with cognitive and affective elements which are susceptible to modification and learning or relearning, that they differ at different educational levels, that individual differences in readiness and styles of acquisition require a range of techniques or experience to be available, and that many people contribute to the outcomes which result. The complexity inherent in such a view of career development indicates that counselors cannot be seen as the only group responsible for facilitating or stimulating career development. How can they contribute?

PROCESSES

Career education by definition seems to represent a warrant for increased cooperative activity among various educational professionals, the school and the home, and the school and the community. Clearly, the school counselor will have to effect new cooperative relations with others. At the least, he will have to become more involved in providing input to curriculum and experimental programs; in assisting teachers across the spectrum of general, vocational, and practical arts courses to connect their educational goals to career development concepts; in serving as an advocate for a broader and more flexible range of educational experiences tied to individual needs; and in helping representatives of business and industry to identify and muster their resources in support of career education.

In discharging the kinds of responsibilities identified above, it is possible that career education is a vehicle for implementing pragmatically the historical intent that the counselor be an applied behavioral scientist, a change agent, or a conscience of educational policy. Certainly, he is being encouraged to depart from the one-to-one mode and to move toward attention to environmental modification and other eclectic ways by which experiences can be developed to facilitate student growth.

Some people believe that the counselor's role will end with the collaborative efforts described above. However, it is equally plausible to believe that counselors will still have a role in helping individual students by providing them an opportunity to stand aside from the group and particularize their own unique paths and the potential outcomes they represent. This will still mean individual and group counseling as well as a variety of forms of measurement activity. It is likely to include, in the latter instance, much more use of technology both computer and non-computer mediated. In addition, it seems likely that school counselors will be involved with work sampling, simulation evaluation, and other concrete assessments of student behavior relative to their developmental progress toward some set of performance criteria.

Finally, it is probably that the school counselor's role in career education will also involve him heavily in placement. Educational placement has been a large part of the counselor's task for several decades. During this period, occupational or job placement has been handled by others in the school if it has been handled at all. Now, however, many pressures are converging to support the school taking a greater responsibility for placement of all students, whether they leave before or after high school graduation, and in providing them counsel or other support as they attempt to adjust to their next level of activity. Discharging such responsibilities will require counselors to assume an outreach thrust and to work closely with rehabilitation counselors and employment services counselors. In some instances, the counselor will likely need to utilize job development opportunities either because some students will need jobs uniquely tailored to their characteristics or for educational/exploratory reasons.

SUMMARY

This paper has attempted to extrapolate implications for the school counselor which seem apparent in current models of career education. These were identified in four areas: focus, time-frame, remediation or stimulation, and process. Together they support optimism that the guidance process is now seen as central to the educational mission and caution that counselors need to consider systematically their professional role, as well as that of others, in facilitating this process. In particular, the potential of career development theory for creating a framework for counselor action is examined.

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Dr. HERR. Part B, section 212. I believe strongly that part B, section 212, state program requirements, and the purposes expressed in section 211 or part B, outline the dimensions of career guidance and counseling program which can deliver, to a much greater number of people than is now true, the types of understandings and skills which I have suggested are pertinent here. My colleagues will deal with these sections as well as sections 102, 103, 104, and 105 and their implications in specific detail in a few moments.

The availability of career guidance and counseling.

Such skills and such services as those outlined in sections 211 and 212 are desired by Americans of different ages but the fact that they are available in less than adequate supply is attested to by a number of surveys which are worth noting.

Two decades ago, James Conant (1959) recommended the provisions of career guidance for all pupils in a magnitude and character which has still not been reached in most American secondary or elementary schools. He suggested 1 counselor to 250 pupils; the effective ratio of counselors to pupils across the Nation at the beginning of the 1970's is approximately 1 to 450 or 500.

Indeed, the lack of availability of career guidance in America today is rather apparent on almost any count. In 1966, Robert Campbell and his colleagues undertook a national study of the present status of guidance in public secondary schools and to compare the viewpoints of school administrators, counselors, teachers, and students on guidance issues. Some 353 high schools and 7,000 respondents (parents, teachers, students, administrators, counselors) across the Nation were included in the study. Among the finds of this study were the following:

—In most instances, the counselor was greatly overextended in attempting to fulfill guidance service expectations.

—Counselors reported a median ratio of 380 students per counselor.

—Seniors who had been in the same school for 3 or 4 years reported a median of 4 individual counseling conferences for all years. The median length of individual conference was 16 minutes.

—In most schools no one assumed the prime responsibility for assisting students to decide upon and enter vocational programs.

—The services and functions expected from the guidance programs characteristically were far more than the guidance staff could be realistically expected to provide with available resources and methods.

—Seventy-six percent of the students, 81 percent of the parents, 95 percent of principals, and 90 percent of the teachers in the sample ranked "aid in choosing an occupation" first as the guidance service which should be provided.

—Eighty-four percent of the parents and 80 percent of the students in the sample believed that counselors should have less than 300 students per counselor.

—Learning about the world of work and study habits counseling were least frequently checked available and most frequently checked as needed by students.

Although 81 percent of the students indicated that they had had an opportunity to reach publications about occupations, 35 percent of them checked that the kind of job information they wanted and needed was not readily available in their school. Sixty-three percent of the rural comprehensive and 59 percent of the rural general academic students indicated that they had not had the opportunity to read occupational information, compared to 19 percent for the four other types of school—urban or area vocational technical schools.

Other studies tend to reinforce the general accuracy of the Campbell findings. Ginzberg (1971) in his text, Career Guidance, cites calculations about one of the Nation's largest school systems which indicates that a student receives an average of about 1 hour per year of individualized counseling in junior high school and 2 hours per year in senior high school making a total of 9 hours over the 6-year span. This is a ratio of about 9 hours of individual guidance to 7,200 hours of instruction during the 6-year period.

Speaking again to counselor-student ratios, David Armor found in the mid-1960's that there is a marked variation in student-counselor-ratios across geographic regions. For instance, in the metropolitan areas of the Great Lakes he found a ratio of 1 counselor to 481 students as compared with 1 counselor per 695 students in the Middle Atlantic States.

In a study of Pupil Services for Massachusetts School by Gordan Liddle and Arthur Kroll (1969) it was found that counselors in secondary schools appear to have a better understanding of post-high school educational opportunities than of broad employment trends and local employment opportunities; and that a counselor may see the typical high school student two or three times a year for a 30-minute interview.

Jacob Kauffman and his colleagues (1967) at the Pennsylvania State University have undertaken two major studies of vocational education for the U.S. Office of Education. Among their findings were that over half the vocational students, but less than one-third of those who followed an academic or general program, reported that they had never discussed their course choices with a counselor; of those who reported that they had had some formal guidance, three-quarters had a favorable estimate but vocational students were less likely to report favorably; over two-thirds of the girls and more than three-fourths of the boys who were planning to work after high school reported that they had never discussed their occupational plans with a guidance counselor.

The most recent study bearing on this matter is that conducted by Prediger, Roth, and Noeth and published in 1973 by the American College Testing Program. This was a nationwide study of student career development involving 28,298 students in the 8th, 9th, and 11th grades in 197 schools across the country.

Among the findings were:

—More than three-fourths of the 11th graders in the sample would like help with career planning. The proportion of eighth graders desiring such help is almost as high.

—Making career plans is by far the major area of need indicated by 11th graders from a list of needs as improving study, reading, or math skills, choosing courses, discussing personal concerns, or obtaining money to continue education after high school.

—Only 13 percent of the 11th graders feel that they have received "a lot of help" with career planning from their school. Another 37 percent feel that they have received "some help." However, half of the 11th graders and slightly more 8th graders state that they have received little or no help with career planning.

—An overwhelming 84 percent of the 11th graders indicate that they can usually or almost always see a counselor when they want to which suggests in view of the earlier findings cited that the counselors, in the sample, are simply not providing help with career planning either individually or on a group basis. Certainly, time conflicts or the school's philosophy may constrain the counselors in this fashion but as noted elsewhere in this report, it appears that retraining is a critical need to improve the counselor's performance.

—Over half of the 11th grade girls choose occupations falling in only 3 of the 25 job families used to assess their preferences. The three were clerical and secretarial work, education and social services, nursing and human care. Seven percent of the boys prefer such occupations. Nearly half of the boys' choices fall in the technologies and trades cluster of job families in contrast to only 7 percent of the girls choices.

Chairman **Perkins**. I am going to interrupt you just a moment, Dr. Herr, for a picture and then Congressman Andrews will take the Chair in my absence. I have another meeting.

[Short recess.]

Mr. **Andrews**. Doctor, if you will proceed.

Dr. **Herr**. Thank you very much, sir.

Thus, we have a fairly dramatic example of the pervasive influence of work role stereotype related to sex which restrict unnecessarily the career options considered by both males and females.

With respect to the job preparation, approximately 40 percent of the 11th graders are uncertain as to whether their educational plans are in line with the occupations they are considering and approximately one-fourth are not sure if they will be able to complete the steps necessary for and enter these occupations.

On balance, the several surveys reported here tend to indicate that student expressed need for help with career planning stands in sharp contrast to the help students feel they have received. The apparent lack of student knowledge of work options and the career planning process reported in several of these studies also testifies to their need for help. Implicit in such findings is an enormous cost in time and energy, in floundering and indecision that are expensive both to individuals trying to find their place in society and, indeed, to society itself in work loss, diminished productivity, individual alienation.

I think the data which have been identified here relates to two other sections of the Career Guidance and Counseling Act of 1975 to which I would like to direct our attention at the moment: part C and part D.

In particular, I would like to address some parts of sections 221, 222, and 223 which need particular emphasis. First is 221(a)(1) which deals with upgrading counselor training programs through inservice for counselor educators. I do not believe that a sufficient proportion of the current counselor educators in America have the understanding and skills necessary to train or retrain counselors to facilitate the acquisition by their clients of the "survival" skills spoken of earlier nor are they able to speak effectively to the delivery of career guidance and counseling to populations or settings outside of the public school context. Thus, inservice to retrain counselor educators is a critical element of the maximum success of this legislation. Such retraining should be designed to equip counselor educators to put into place the specific training components outlined in section 222. This can be done in a systems approach to such training given certain existing exemplary counselor education models. The Association for Counselor Education and Supervision is now developing a position statement dealing with "Counselor Preparation in Career Development" which when merged with the "Standards for the Preparation of Counselors and Other Personnel Services Specialists" adopted by the association last year should help in this effort. I have appended a copy of the letter for your information.

Mr. Chairman, I would submit this particular statement to the stenographer.

Mr. ANDREWS. Without objection.

[The document referred to follows:]

STANDARDS FOR THE PREPARATION OF COUNSELORS AND OTHER PERSONNEL SERVICES SPECIALISTS

INTRODUCTION

These Standards are intended as guidelines for the graduate preparation of counselors and other personnel services specialists. They should be beneficial to college and university staff members involved in initiating programs of preparation or in evaluating existing programs. Also, the Standards are available for use by state, regional and national accrediting agencies. While the Standards are designed to serve as guidelines for minimum preparation they are flexible enough to allow for creative approaches to counselor education. The Standards do not include guidelines for the preparation of support personnel or doctoral level preparation.

These standards have been developed recognizing that:

The staff has developed a written statement of philosophy for the counselor education program and that this statement has been accepted by the institution.

The trend toward the development of competency based/performance based counselor education programs is likely to continue. However, whether or not a counselor education program is developed upon such a base, the standards reflect the concern which all programs should give to the assessment of demonstrated competencies by students during various stages of their development.

Students take varying rates of time to demonstrate the competencies and professional maturation demanded in the complexities of counseling and personnel services work. While the standards prescribe minimum hours of study in certain areas, these stated minimum hours should be interpreted in the context that some students will demonstrate the desired competency and professional maturation in a shorter time than indicated while others may take substantially longer.

The need of counselors and other personnel services specialists for self-renewal and in-service education beyond minimum preparation or certification will increase. Therefore, the counselor education program should provide enriching experiences for those who have already completed the minimum program.

Minimum study in counselor education will increasingly extend beyond the one year program of graduate preparation. Such programs will include a combination of an undergraduate major in guidance and a year of graduate study in counselor education, two years of graduate study in counselor education, or other models which include a minimum of one year of graduate study.

All counselor education programs are not expected to prepare counselors and other personnel services specialists for all the work settings encompassed by the Standards. Institutions should offer preparation programs only in those areas where sufficient qualified full-time staff and other resources are available.

The Standards not only reflect current thinking concerning the preparation of counselors and other personnel services specialists but also combine the three existing statements on counselor preparation previously adopted by the Association for Counselor Education and Supervision (ACES): "Standards for the Preparation of Secondary School Counselors—1967"; "Standards for the Preparation of Elementary School Counselors," February, 1968; and "Guidelines for Graduate Programs in the Preparation of Student Personnel Workers in Higher Education—1969."

In addition to acknowledging the similarity of preparation among the various specialists, the Standards also provide for differences which may exist among the goals of various work settings. While this single document has been developed for the entire profession, the respective divisions of the American Personnel and Guidance Association and other professional groups are encouraged to jointly develop, with ACES, specific statements concerning the specialized needs of counselors and other personnel services specialists who work in different settings. In this respect, attention is called to Section II, B.2 of the Standards, "Environmental and Specialized Studies."

Leadership for the development of these Standards was assumed by the ACES Commission on Standards and Accreditation, working under the supervision of the Executive Council of ACES. The Standards were adopted by the membership of ACES in (month and year to be inserted when adopted).

STANDARDS

Section I. Objectives

A. Objectives of the Program to Prepare Counselors and Other Personnel Services Specialists.

1. *The faculty has developed program objectives.*

a. Objectives reflect a knowledge of studies and recommendations of local, state, regional, and national lay and professional groups concerned with counseling and personnel services needs of society.

b. Objectives of the program reflect needs in society which are represented by different ethnic and cultural groups served by counselors and other personnel services specialists.

c. Students participate in a continuing review and revision of program objectives.

d. Personnel in cooperating agencies assist in the development and reviewing of objectives.

e. Objectives are written in such a way that evaluation can be based on demonstrated competencies of a student as he progresses through the program.

2. *Objectives are implemented on a planned basis in all areas of the program including selection, retention and endorsement of students; curriculum; instructional methods; research activities; and administrative policies, procedures, and execution.*

3. *Personnel in cooperating agencies and faculty members with primary assignments in other disciplines are aware of and are encouraged to work toward the objectives of the counselor education program.*

4. *There is a planned procedure for a continuing evaluation of the outcomes of the program.*

a. The program is evaluated in terms of demonstrated competencies of a student as he progresses through the program.

b. Evaluation of the effectiveness of preparation is accomplished through evidence obtained from: (1) former students, (2) supervisors in agencies employing graduates of the program, and (3) personnel in state and national licensing and accrediting agencies.

SECTION II: CURRICULUM—PROGRAM OF STUDIES AND SUPERVISED EXPERIENCES

A. General Program Characteristics

1. *The institution provides a graduate program in counselor education designed for the preparation of counselors and other personnel services specialists.*

a. The opportunity for full-time study throughout the academic year is provided and actively encouraged.

b. Flexibility is provided within the curriculum to allow for individual differences in competencies and understandings developed before entering the program.

c. Descriptions of the various program options and requirements for graduate studies are published and distributed to prospective students.

d. The counselor education program reflects an awareness of concepts relating to differentiated staffing and preparation in counseling and personnel services. The staff is aware of life-time opportunities for development and advancement in the field of counseling and personnel services. There is an emphasis in the counselor education program on the utilization of support personnel to free more professionally prepared personnel for the performance of higher level functions. These concepts are taught in the counselor education program.

2. *Continuing and/or inservice education offerings in counselor education meet all of the criteria in staff qualifications, staff load, physical facilities, staff-student ratios, etc. described in these Standards.*

3. *There is evidence of high quality instruction in all aspects of the program.*

a. Syllabi or other evidence of organized and coordinated instructional units of the curriculum are available.

b. Resource materials are provided.

c. Responsibilities are assigned to, or assumed by staff members only in those areas of the counselor education program for which they have demonstrated professional competency.

d. Provisions are made for periodic evaluation by students and staff of all aspects of the program, i.e., course content, methods of instruction, and supervised experience, both on and off campus.

4. *Planned sequences of educational experiences are provided.*

a. Within the minimum counselor education program a sequence of basic and advanced graduate studies and other associated learning experiences is defined and provided.

b. The program provides for the integration of didactic studies and supervised experiences.

c. All prerequisite studies and other experiences are identified.

d. Representatives of departments offering studies in related fields are regularly consulted regarding how related studies can be made more useful to counselor education majors.

e. The faculty has identified performance indicators to determine whether the professional competencies to be developed by the sequence of educational experiences are achieved.

5. *A close relationship exists between the faculty of the counselor education program and the staff members in work settings.*

a. The staff in the work settings are consulted in the design and implementation of all aspects of the program including practicum and internship experiences.

b. The faculty of the preparation program is consulted in the design and implementation of inservice preparation of staff in work settings.

6. *Within the framework of the total program, there are opportunities for the student to develop understandings and skills beyond the minimum requirements of the program.*

a. Elective courses and related experiences are available.

b. Supervised individual study is available.

c. Advisors encourage students to explore enrichment opportunities.

7. *The spirit of inquiry and the production and utilization of research data are encouraged among both faculty and students.*

a. The statement of objectives of the program reflects an awareness of the role of research in the counseling and personnel services field.

b. Instructional procedures make frequent use of, and reference to, research findings. Areas in which research is needed are identified.

8. *Opportunities for planned periodic self-evaluation and the development of greater self-understanding are provided for both students and faculty.*

a. Self-analysis is encouraged through such activities as laboratory experiences and audio and/or video tape recordings.

b. Opportunities for improvement of interpersonal relationships are provided through small group activities.

c. Counseling services are provided by qualified persons other than counselor education staff and are available to students in counselor education.

B. Program of Studies

1. *Common core: The common core is composed of general areas considered to be necessary in the preparation of all counselors and other personnel services specialists.*

a. Human growth and development: Includes studies which provide a broad understanding of the nature and needs of individuals at all developmental levels. Emphasis is placed on psychological, sociological, and physiological approaches. Includes such areas as human behavior (normal and abnormal behavior), personality theory and learning theory.

b. Social and cultural foundations: Includes studies of change, ethnic groups, sub-cultures, changing roles of women, sexism, urban and rural societies, population patterns, cultural mores, use of leisure time, and differing life patterns. Such disciplines as the behavioral sciences, economics, and political science are involved.

c. The Helping Relationships: Includes philosophic bases of helping relationships; counseling theory, supervised practice, and application; consultation theory, supervised practice, and application; and an emphasis upon development of counselor and client (or consultee) self-awareness and self-understanding.

d. Groups: Includes such areas as theory, types and functions of groups, descriptions of practices, methods, dynamics, development of facilitative skills, and supervised practice.

e. Life style and Career Development: Includes such areas as vocational choice theory, relationship between career choice and life style, sources of occupational information, approaches to career decision-making processes, and career development exploration techniques.

f. Appraisal of the Individual: Includes the development of a framework for understanding the individual: data gathering methods; individual and group testing; case study approaches; and individual differences, including ethnic and cultural and sex considerations.

g. Research and evaluation: Includes such areas as statistics; research design; development of research and demonstration proposals; understanding legislation relating to the development of research, program development, and demonstration proposals; and development and evaluation of program objectives.

h. Professional orientation: Includes goals and objectives of professional organizations, codes of ethics, legal considerations, standards of preparation and certification, role identity of counselors and other personnel services specialists.

2. *Environmental and Specialized Studies: Includes those specialized studies necessary for practice in different work settings. There is evidence that the faculty, in planning and evaluating the counselor education curriculum, has taken into consideration statements made by other professional groups relating to role, function and preparation.*

a. Study of the environment in which the student is planning to practice: Includes history, philosophy, trends, purposes, ethics, legal aspects, standards, and roles with the institution or work setting where the student will practice.

b. Specialized knowledge and skills needed to work effectively in the professional setting where the student plans to practice. For example, the student preparing to be an elementary school counselor may need to take, among other specialized courses, work in diagnosis of reading disfunction; the student preparing to be a personnel services educator in higher education might need, among other specialized work, both course work and supervised experiences in student financial aid; or the student preparing to work in employment counseling may need additional information about employment trends as well as the sociology and psychology of work.

The different professional associations jointly concerned with the preparation of counselors and other personnel services specialists are encouraged to develop statements concerning this area (Environmental and Specialized Studies) of preparation and make these statements available to faculty in counselor education.

C. Supervised Experiences

1. *Appropriate supervised experiences provide for the integration and application of knowledge and skills gained in didactic study.*

a. Students should have supervised experiences in settings which are compatible with career goals.

b. Experiences include both observation of, and direct work with individuals and groups within the appropriate work setting.

c. Opportunities are provided for professional relationships with staff members in the work settings.

2. *Supervised experiences include laboratory, practicum, and internship.*

a. Laboratory experiences, providing both observation and participtation in specific activities, are offered throughout the preparatory program: e.g. role-playing, listening to tapes, viewing tape playbacks, testing, organizing and using personnel records, interviews with field practitioners, preparing and examining case studies, and using career information materials.

b. Practicum experiences, under supervision, provide interaction with individuals and groups actually seeking services from counselors and other personnel services specialists. Some of these individuals and groups should come from the environments in which the counselor education student is preparing to work.

(1) Specific counseling practices have sufficient duration and continuity to assure optimum professional development. The minimum recommended amount of actual contact with individuals and groups, is 60 clock hours spread over a minimum of a nine-month period.

(2) Supervision in consultation is provided.

(3) The supervisory responsibility is clearly identified and sufficient time for supervision is allocated. The recommended weekly minimum for supervisory contact is one hour of individual supervision and one hour of supervisory contact as part of a practicum group for the duration of the practicum experiences.

(4) Supervisory responsibilities include critiquing of counseling actually observed or recorded on audio or video-tape.

c. Internship is a post-practicum experience which provides an actual on-the-job experience and should be given central importance for each student.

(1) The internship placement should be selected on the basis of the future career goal of the student.

(2) Internship activities should include all activities that a regularly employed staff member would be expected to perform. In the setting the intern is expected to behave as a professional and should be treated as such.

(3) For those students who have no prior work experience in their particular type of setting, an intensified or expanded internship should be provided.

(4) The intern spends a minimum of 300 clock hours on the job. It is desirable that the internship be a paid experience.

(5) Supervision is performed by qualified staff of the field placement setting who have released time from other regular duties.

(6) The counselor education staff provides these field supervisors opportunities for in-service education in counseling and personnel services supervision.

(7) There should be close cooperative working relationships between staff in field placement setting and the counselor education staff.

3. *A qualified staff with adequate time allocated to supervision is provided for laboratory, practicum, and internship experiences.*

a. Members of the on-campus staff responsible for supervision

(1) have earned doctoral degrees, preferably in counselor education, from accredited institutions.

(2) have had experience and demonstrate competencies in counseling and other personnel services at the level appropriate for the students supervised.

b. Doctoral students serving as supervisors of practium experiences are themselves supervised by qualified faculty.

c. The practicum and internship experiences are tutorial forms of instruction; therefore, the supervision of five students is equivalent to the teaching of one three semester-hour course. Such a ratio is considered maximum.

4. *Facilities, equipment, and materials are provided for supervised experiences in both on- and off-settings. (See also Section IV.)*

D. Program Development Outreach

1. *The counselor education faculty provides off-campus assistance to individual counselors and other personnel services specialists in agencies with activities which can contribute to the improvement of a work setting for supervised experiences in the program of preparation.*

a. The institution encourages agency personnel to seek the faculty's assistance in planning and conducting in-service education and program improvement models.

b. The institution's faculty is provided load recognition for their part in in-service and program development activities in the agencies.

c. The institution's counselor education faculty involves graduate students in programs of in-service education and in program development planning and implementation at the agency level.

2. *The institution provides on-campus assistance to agency personnel in resolving unique problems or difficulties.*

a. The institution encourages agency personnel to seek assistance through the use of such techniques as personal appointments, telephone access programs, information storage and retrieval, position papers, and various audio and/or visual media.

3. *The institution's faculty integrates the experiences of the outreach activity into its counselor education program by adapting or modifying the program as may be appropriate. Outreach activities are viewed as a significant function in the preparation program as "modeling" behavior.*

Section III: Responsibilities Concerning Students in the Program

A. Information

1. *Information concerning major aspects of the counselor education program as well as the faculty is available in a variety of media for prospective students.*

a. The areas in which the program offers preparation and the degrees offered are clearly stated.

b. Counselor education faculty are available to discuss the program of preparation with those interested.

c. Personnel in various counseling and related job settings have been designated as referral sources for discussion of their areas of interest with prospective students.

B. Selection

1. *Applicants accepted meet the institution's standards for admission to graduate study.*

a. Experimental patterns of admissions standards are in evidence.

b. There is evidence that staff in cooperating agencies have been consulted relative to admission policies and procedures.

c. Students in the program reflect an effort, on the part of the faculty, to select individuals who represent a variety of sub-cultures and sub-groups within our society.

d. A committee of staff members makes the decisions concerning admission of applicants to the program based upon established criteria such as:

(1) Potential effectiveness in close interpersonal relationships.

(2) Aptitude for counseling and related human development responsibilities.

(3) Commitment to a career in counseling and personnel work.

(4) Potential for establishing facilitative relationships with people at various levels of development.

(5) Openness to self-examination and commitment to self-growth.

C. Retention

1. *A continuing evaluation through systematic review is made of students as they progress through the program.*

2. *In situations where evaluations of a student indicates an inappropriateness for the counseling field, staff members assist in facilitating change to an area more appropriate for the student.*

D. Endorsement

1. *A statement of policy relating to the institution's procedure for formal endorsement has been adopted and approved by the faculty and administrative authorities.*

a. Each candidate is informed of procedures of endorsement for certification and employment.

b. Insofar as possible, all staff members acquainted with the student, including supervisors of practicum and internship experiences, participate in the endorsement process.

2. *Endorsement is given by the counseling staff only for the particular job setting for which the student has been prepared by their course work and supervised experiences.*

3. *Endorsement is given only on the basis of evidence of demonstrated proficiency. The candidate should have completed a substantial part of his graduate work in counselor education, including supervised counseling experience, at the endorsing institution.*

E. Placement

1. *The institution has a placement service with policies and procedures consistent with recognized placement practices.*

a. The faculty assist the student with the preparation of placement papers and the selection and securing of a position suitable for the student.

b. Placement services are available to graduates of the program throughout their professional careers.

c. Opportunities are provided for students to participate in local, state, and federal examinations for employment opportunities.

F. Research and Evaluation

1. *Policies and procedures relating to recruitment, selection, retention, and placement are continually studied through various research and evaluative methods.*

a. Regular follow-up studies are made of former students, including dropouts, students removed from the program and graduates.

b. Evaluation is followed by revisions and improvements in the preparation program which seem appropriate.

Section IV: Support for the Counselor Education Program, Administrative Relations, and Institutional Resources

1. *Administrative organization and procedures provide recognition of, and designated responsibilities for a counselor education program.*

a. The program is a clearly identified part of an institutional graduate program.

(1) There is preferably only one unit directly responsible for the preparation of counselors and other personnel services specialists.

(2) If more than one unit in the institution is directly involved in the preparation of counselors and other personnel services specialists, there is evidence of close cooperation and coordination.

b. Cooperative relationships exist between the counselor education program and other units of the institution related to the program.

(1) Contributions of other units to the program are defined.

(2) Channels of communication with faculty members in other units are identified and maintained.

c. Use is made of a wide range of professional and community resources. Evidence of working relationships exists with agencies off the campus which have the potential for contributing to the preparation of counselors and other personnel services specialists and/or are potential employers of graduates of the program.

2. *The institution provides for the professional development of the staff as well as students in the counselor education program.*

a. Staff members are involved in professional activities on local, state, regional, and national levels.

b. Staff members participate in voluntary professional service capacities.

c. The institution provides encouragement and financial support for the staff to participate in professional activities.

d. Staff members engage in programs of research and contribute to literature of the field.

e. Students participate in the activities of professional organizations.

3. *The institution provides adequate faculty and supporting staff for all aspects of the counselor education program.*

a. An individual is designated as the professional leader of the counselor education program.

(1) This individual is an experienced counselor and possesses an earned doctorate in counselor education from an accredited institution.

(2) This individual has full-time assignment to the counselor education program.

(3) This individual is recognized for his leadership in the profession.

(4) This individual is qualified by preparation and experience to conduct and to supervise research activities.

4. *In addition to the designated leader there are at least two full-time faculty members with comparable qualification.*

a. Additional faculty are provided at the ratio of one full-time staff member for every ten full-time graduate students or their equivalent in part-time graduate students. This ratio should be reduced in institutions where a large percentage of the counselor education students are enrolled on a part-time basis and/or when program changes create the need for the staff to spend more time in the evaluation of each student.

5. *The full-time teaching load of these faculty members is consistent with that of other graduate units in the institution which require intensive supervision as an integral part of professional preparation.*

a. The faculty load is modified in proportion to assigned responsibilities for graduate advisement and research supervision on a formula which is consistent with established graduate school policy in the institution.

b. Time is provided within the total faculty work load for cooperative interdisciplinary activities with teaching faculty in related fields.

c. The total work load of faculty members includes a recognition of time needed for professional research.

6. *Faculty in closely related disciplines are qualified in their respective areas and also are informed about the objectives of the counselor education program.*

7. *Off-campus agency personnel who supervise students are qualified through academic preparation and professional experience.*

a. Such staff members have two or more years of appropriate professional experience.

b. These staff members have at least two years of graduate work in counselor education or can demonstrate equivalent preparation.

8. *Graduate assistantships are provided to assist the faculty and to provide additional experiences for students in the program.*

a. Regular procedures are established for the identification and assignment of qualified students to these assistantships.

b. A minimum of one half-time graduate student is assigned to the counselor education program for each 30 full-time equivalent students.

c. These assignments are made in such a way as to enrich the professional learning experiences of the graduate assistants.

9. *Secretarial, clerical and other supportive staff are provided in the counselor education program.*

a. A minimum of one full-time secretary or equivalent is provided for the clerical work of the counselor education program.

b. Additional clerical service is provided at the ratio of one full-time clerical assistant for the equivalent of every three faculty members.

c. Responsibilities of secretarial, clerical and other supportive staff are defined and adequate supervision is provided.

10. *The institution provides facilities and a budget which insures continuous operation of all aspects of the counselor education program.*

a. The institution provides a designated headquarters for the counselor education program.

(1) This headquarters is located near the classroom and laboratory facilities used in the counselor education program.

(2) The headquarters area includes a private office for each faculty member.

(3) The headquarters area include office space for secretarial, clerical, and other supportive staff.

(4) Appropriate work space, equipment and supplies are provided for graduate assistants.

c. Library facilities provide a rich supply of resource materials for study and research in counselor education.

(1) These facilities include basic resources, both books and periodicals, in areas in which the counselor education program provides preparation, as well as in related areas such as psychology, sociology, and economics.

(2) Current and historical materials are available.

(3) Library resources are available during evening and weekend hours.

(4) Inter-library loans, ERIC services, and microfilm and photocopy services are available.

(5) Multiple copies of frequently used publications are available.

11. *Research facilities are available to faculty and students in counselor education.*

a. Facilities include offices and laboratories equipped to provide opportunities for the collection, analysis, and synthesis of data.

b. Consultant services are available from research specialists on the institution's staff.

c. Access is provided to campus computer centers and other data-processing facilities.

d. Settings both off and on campus are provided in which research can be conducted.

12. *The institution recognizes the individual needs of graduate students and provides services for personal as well as professional development.*

a. Since full-time academic-year attendance is possible for most graduate students only if some form of financial assistance is available, every effort is made to develop such assistance for students in the counselor education program.

(1) The counselor education program is assigned a proportionate share of the institutions's funds for student assistance.

b. Facilities for supervised experiences are provided in a coordinated laboratory setting on campus. Consideration is given to:

(1) Facilities for individual counseling in rooms with assured privacy and adequate space for related equipment.

(2) Facilities for small group work. This area should provide for small group counseling, testing, staffing, meetings, etc.

(3) The provision of classroom and seminar meeting rooms.

(4) As appropriate, facilities are equipped with the following:

(a) recording and listening devices—portable and permanent

(b) one-way vision glass

(c) video-tape recording and playing devices—portable and permanent

(5) Technical assistance is available for both operational and maintenance services.

(6) Acoustical treatment is provided throughout the facilities as appropriate.

(7) Facilities are conducive to modeling and demonstrating exemplary environments and practices in counseling and personnel services. The facilities should include a "model" counseling laboratory with related resource materials and audio-visual equipment. Included as resources in the "model" laboratory are:

(a) career educational information materials

(b) files of standardized tests and interpretation data

(c) a variety of media—equipment and materials

(d) space for teaching and laboratory experiences

(8) Data processing assistance and equipment are available for both teaching and research.

(9) The facilities are located in close approximation to the counselor education faculty offices and away from centers of extreme noise and confusion.

(2) Part-time work opportunities appropriate for students in the program are identified and efforts are made to secure assignments for those desiring such opportunities.

(3) Loan resources are available to students in counselor education.

(4) Prospective students are provided information about possible sources of financial assistance.

b. Personal counseling services are available to all counselor education students.

(1) This service is available from staff members other than the members of the counselor education staff.

(2) Patterns for referral are known to all faculty members.

Commission on Standards and Accreditation

Association for Counselor Education and Supervision

ACES Region

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North Central—Mr. William Erpenbach, Wisconsin State Department of Education, 126 Langdon Street, Madison, Wisconsin 53702

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Ex Officio Members

Dr. Robert F. Aubrey, President of ACES, Department of Pupil Personnel Services, Brookline Public Schools, Brookline, Massachusetts 02146

Dr. Edwin L. Herr, President-Elect of ACES, Department of Counselor Education, Social Science Building, Pennsylvania State University, University Park, Pennsylvania 16802

Note: Dr. James Winfrey (Western Region) and Dr. Phalon Malouf (Rocky Mountain Region) served on the Commission in 1971–72 and continued to work with the Commission through the summer of 1972. Mrs. Elizabeth (Betty) Bernos (North Atlantic Region) and Dr. Laurabeth H. Hicks (Southern Region) were members of the Commission from 1971 until June 30, 1973. Dr. William L. Cash was President of ACES in 1971–72 when the Commission was formed and work started on the Standards and Dr. George M. Gazda was President in 1972–73. Dr. E. Gordon Poling was chairman of the APGA Professional Preparation and Standards Committee from 1971–73 and worked closely with the Commission during the development of these Standards.

Dr. HERR. Second, I would like to point up the particular importance of section 223, retraining requirements. There are, in fact, depending upon which estimate you use, some 60,000 counselors functioning now in education and in public sector agencies who need to develop the skills and understanding which underlie a significant increase in career guidance and counseling. The current employment situation for new counselors is such that I believe the most urgent matter to confront is maximizing the use of counselor education programs to upgrade the skills of the existing counselor population. As indicated earlier, upgrading the skills of counselor educators must be a part of such an effort. By saying these things, I do not mean to impugn the need to reduce the counselor-pupil ratio or to produce new counselors equipped with a full range of competencies related to the needs at issue. Sections 221 and 222 speak to such possibilities and imply a quality of preservice counselor education which I believe to be a national priority. I do believe that the implied guidelines in section 222, training requirements, must be strengthened in regard to the character of post-secondary educational institutions or local educational agencies receiving grants for training. The preparation standards I have given you might be a help in this regard. It appears that there are now in this Nation, a number of higher education institutions whose means of financial survival is credentialing large numbers of counselors without the types of resources or professorial expertise high quality preparation requires. I would hope that sections 221 and 222 do not perpetuate or stimulate such a situation further.

To return to section 233, momentarily, I do not believe that the massive retraining requirements identified here can occur unless a specific system is effected in each State by which all school districts and agencies can rotate to specific college and university centers in that State, some portion of their counselor staff for a period of 6 to 8 weeks or longer in order that these persons upgrade their skills in career guidance and counseling. It may well be useful to include such a provision in the grant mechanisms of part C.

Mr. **Andrews.** Dr. Herr, I think our very good member, Mr. Goodling, would like to make a brief statement. He has to leave to go elsewhere.

Mr. **Goodling.** Unfortunately, we need some counseling down here. We have a habit of scheduling committee meetings one on top of the other. I don't know how you can be in two places at one time.

I merely wanted to point out before I left, I would like very much to carefully read pages 22, 23, 24, 28, and 29 and then I have a free telephone from 5 at night until 9 in the morning, and I would like to call you and discuss those specific pages.

As far as Dr. Guysbers is concerned, I would like to particularly call him and talk to him about pages 11 through 17 any hour of the night because I am usually in the office. And as far as Mrs. Knox, I would much rather meet with her in person. However, I will be in touch with you on some of the areas I am concerned about and I would like some further explanations as far as your testimony is concerned.

Dr. **Herr.** Thank you very much; we appreciate it.

Mr. **Andrews.** Please proceed, Doctor.

Dr. **Herr.** I would also like to speak to part D, demonstration and evaluation purposes of the program. The effective implementation of the expectations of this title are vital to the long-term effects of career guidance and counseling as processes important to individual fulfillment or to manpower development. We now know a good deal about the factors inherent in career development, job satisfaction, and work adjustment. We know less about the effects of different forms of intervention in relation to these factors. However, we do have a beginning base of studies which examine the short-range effects of specific counselor techniques on a limited set of criteria.

RESEARCH ON CAREER GUIDANCE AND COUNSELING EFFECTS

For example, research evidence exists that indicates that career adjustment at age 25 is related to awareness of choices to be made, information and planning bearing on choices, possessing and being able to use occupational, psychological, educational, and economic information by students while in the secondary schools. Research evidence also indicates that certain career guidance techniques do help students to become competent decisionmakers, to select high school courses and make post high school plans more commensurate with their abilities than students who are not so exposed (Evans and Cody, 1969; Ryan and Krumboltz, 1964; Yabroff, 1969). Other studies have indicated that guidance techniques can help students sharpen and or commit themselves on the basis of personal values. We have previously indicated that there are important relationships between job satisfaction, personal values, and productivity.

Existing research provides a fair base for understanding the effects of particular techniques on certain specific criteria, particularly those which relate to the transition from school to work and between adolescence and early adulthood. We have less research evidence about the comparative effects of different career guidance and counseling techniques upon specific criteria or upon specific career guidance and counseling techniques with adult populations or with persons of different minority backgrounds.

There is a limited amount of research about the long-range effects of guidance and counseling. There are several reasons for this condition. Longitudinal research is very expensive, it has complex logistical problems, and subjects are hard to maintain. In addition, the availability of guidance and counseling services was very restricted until about 1960. Thus, for most of its history, guidance and counseling personnel have been more concerned about providing services than studying their long-range effects.

Nevertheless, the research which does exist tends to favor the effects of counseling and guidance upon persons as compared with those who have not been so exposed. David Campbell in 1965 followed up 731 counseled and noncounseled college students who had been studied originally in 1940. The 25-year followup revealed that the counseled group demonstrated better academic achievement and accomplishment and that it did slightly better than the control group in terms of occupational achievement, income, and social contribution. If that study were repeated today, one might expect the greater understanding behavior and the refined counselor techniques to demonstrate even more effectiveness if such were followed up 25 years from now.

Jesse Gordon, of the University of Michigan, assessed in 1967 35 experimental and demonstration programs funded by the U.S. Department of Labor. His report "Testing, Counseling, and Supportive Service for Disadvantaged Youth" provided several important findings pertinent to career guidance and counseling.

Among them were:

Clients were not responsive to nondirective counseling but responded well to counselors who sought to intervene on their behalf and to help them be admitted to a training program or find a job.

Couseling was most successful when linked to a direct service such as job placement. In fact, until his objective situation was improved the counselee was difficult to help at all.

Counseling a man after he got a job was more important than counseling prior to his beginning to work. Crew leaders and others were often able to provide important support.

The clients were responsive to many incentives and fast results. They gained confidence when counselors were able to break their problems down so that they could master one at a time.

Paraprofessionals and indigenous workers (those having similar characteristics to the disadvantaged youth being served) proved to be effective counselors.

Such findings confirm that the demonstration and evaluation of career guidance and counseling is complex, in part because the characteristics and needs of individuals and group vary and are themselves complex. While existing research results are in some instances ambiguous and contradictory, the largest weight favors the effects of career guidance and counseling upon educational achievement, job placement, and subsequent occupational adjustment.

Section 102, in fairness to the authorization of appropriations in section 102, very little specific data exists about the direct economic returns from investing in career guidance and counseling.

Since the latter operate as moderator variables upon such outcomes as persistence in education and educational achievement, accurate self-appraisal, realistic and rational choicemaking, and work adjustment, few people would argue that these are insignificant aspects of social progress or individual fulfillment but they are difficult to assess on a dollar-for-dollar return for investment basis.

On the other hand, if there are approximately 60,000 counselors in the schools and community agencies of this Nation and each serve approximately 500 clients, a figure which is probably conservative, then we are talking about $6 per person served in 1976 and $9 per person in 1978.

If the only other massive Federal support is guidance and counseling, the National Defense Education Act of 1958 and its subsequent revisions and absorption into ESEA III, can be used as an anchor point, I do believe that the Career Guidance and Counseling Act of 1975 will change the gyroscope of counselors and provide the resources by which they can be helped to significantly contribute to the career development and work adjustment needs of our population.

Whereas NDEA V-A and V-B energized a professional counselor population to serve the total educational spectrum and thereby added major quantitative growth in this area, I believe the Career Guidance and Counseling Act of 1975 can serve as a spur to renewed quality in the services provided by school counselors, by counselors in community agencies, and in their interaction with each other.

I believe that the emphases in this act upon creating national leadership at a policymaking level (section 103) through an office of career guidance and counseling complemented by a National Advisory Council on Career Guidance (section 104) with a mandate to study career guidance programs; State leadership (section 201, section 211, 212); and specific training and retraining provisions for career guidance and counseling personnel can be the vehicle for bringing these vital services to the level of professional maturity which all of us seek.

To the degree that such an outcome results, I believe that the quality of life for many of our people—students and workers—will be significantly enhanced.

Thank you for your kind consideration this morning.

[References are retained in Subcommittee files:]

Dr. HERR. May I now present to you Mrs. Betty E. Knox for her statement, please.

Mr. ANDREWS. You had me confused. She is shown next on our list of witnesses. OK. Very good.

Dr. HERR. We put a rose between two thorns.

Mr. ANDREWS. You obviously did. I don't know about the thorn; I agree about the rose.

Betty, would you proceed then?

STATEMENT OF BETTY E. KNOX, PRESIDENT, AMERICAN SCHOOL COUNSELOR ASSOCIATION AND COUNSELOR, GARNER SENIOR HIGH SCHOOL

Mrs. KNOX. My name is Betty E. Knox. I have been an elementary and secondary teacher for 3 years, an assistant director of admissions, UNC at Charlotte, for 1 year, and a secondary school counselor for 14 years. From July 1, 1974 to June 30, 1975, I will be on leave of absence from Garner Senior High School in Raleigh, N.C., serving as the first full-time president of the American School Counselor Association—over 14,000 members—and also as president of the North Carolina Personnel and Guidance Association—over 1,200 members—a national division and a State branch respectively of the American Personnel and Gudiance Association—over 38,000 members. APGA has a membership crossing many lines in counseling and guidance but serving a common purpose—helping our children, youth, and adults to know and understand themselves and to make meaningful choices and decisions conducive to self-fulfillment and the improvement of life for all persons

As a practitioner and elected leader among my colleagues, I sincerely appreciate and am pleased to have this opportunity to testify on the Career Guidance and Counseling Act of 1957 and the current and long-range needs which it will fulfill for all Americans through the lifespan concept defined therein. My commendations to this committee and the cosponsors of this act for your efforts to provide solutions to the dilemmas of our country, particularly the economic distress felt by every American.

My presence here today is to speak for and on behalf of the professional counseling practitioners across this Nation and in particular the constituency of ASCA and NCPGA, as well as the other 11 divisions and 51 State branches of APGA: this includes, Mr. Chairman, college personnel, counselor-educators and supervisors, vocational guidance personnel, school counselors—public and private elementary, junior high, secondary and postsecondary—school social workers, school psychologists, school attendance counselors, school health personnel, rehabilitation counselors, employment security commission counselors, testing coordinators, specialists in group work, minority persons in guidance and counseling and public offender counselors among others.

My views come from where the action is, or is not, as the case may be. I share with you things as they are on the grassroots level: where our children, youth, and adults are in terms of career choice and decision needs.

The present and future are both upon us with rapidity and change which exceed our coping powers. However, a reflection on the past history of the development of guidance and counseling in our Nation is relevant to the need for the Career Guidance and Counseling Act of 1975.

Briefly, the origin of guidance and counseling was vocational/occupational/career oriented. With the threat of the Soviet cosmonauts landing on the Moon before the U.S. astronauts, the National Defense Education Act of 1958 came into existence through authorization and appropriation by Congress. The impact of recycling, primarily classroom teachers into counselors, began with NDEA which mandated the identification of the gifted and talented in the sciences, including math, testing and evaluation with counseling for placement in high school sciences, National Science Foundation summer programs, as well as college placement and scholarships designed for these special students.

Secondary school counselors fulfilled these mandates so well that our national goal was achieved. We all know the success story of that act when our astronauts landed on the Moon in July 1971, the first men to set foot on the Moon.

As NDEA passed into history, counselors had become an integral part of school and other work settings. As changes continued to occur with greater and greater rapidity, the need to train additional professional counselors for all work settings and to retrain counselors from the NDEA days became very evident. The latter was and is needed because NDEA provisions were basically quantitative. The need for qualitative programs to serve the needs of all of our children, youth and adults, continues to be expressed: that is, the legislative committee, Mr. Chairman, of the North Carolina Association of School Superintendents determined through an association poll in 1974 that pupil personnel services, in particular counseling K–12, were a top-priority need in education in our State. This provided great support to funding of pupil personnel services by our general assembly in 1974.

Additionally, the need for personnel to assist in fulfilling the guidance and counseling programs directed by professional counselors became increasingly evident. Thus, the paraprofessionals in counseling and pupil personnel services began to be provided by some local, State, and Federal appropriations.

Mr. Chairman, with your permission I would like to insert as a part of the record a position statement adopted by ASCA in 1974, "The Paraprofessional in Guidance and Pupil Personnel Services".

Mr. ANDREWS. Without objection, the statement will be inserted in the record.

[The document referred to follows:]

THE PARAPROFESSIONAL IN GUIDANCE AND PUPIL PERSONNEL SERVICES

A major goal of a guidance program is to enable students to make better personal, educational and career choices and to continue growth toward self-realization.

This may be accomplished through individual and group counseling, consultation and coordination with students, teachers, administrators, parents and the community. Of all the areas of education, counseling and pupil personnel services offer the best opportunities for individualization. In cooperation and collaboration with all work setting personnel, humanization of education can become a reality.

To enable counselors to function more effectively and proficiently, the assignment of routine, incidental, and technical duties must be performed by the paraprofessional.

The utilization of paraprofessionals in guidance and pupil personnel services provides a means of developing greater effectiveness within the guidance program.

With the appropriate education and training of carefully selected personnel, paraprofessionals under careful supervision could perform in the following areas:

As a clerical worker

Collect and maintain current guidance files.

Reproduce materials needed for the counselor in group and/or individual conferences.

Assist with all student record keeping.

Assist students in completion of varied forms and applications.

As a resource person

Assist with the establishment and continuation of contacts with agencies and/or organizations in order to acquire information for the counselor; i.e. Chamber of Commerce, Employment Security Commission, etc.

Catalog and file materials of an educational, occupational, avocational and personal nature.

Disseminate factual information and materials to appropriate publics.

Maintain appropriate personnel and information records.

Procure supplies and prepare materials for counselor use.

Perform routine collecting and analytical statistical operations.

Operate A–V equipment.

As an Assistant in the Area of Assessment, specifically testing

Collect and distribute test materials.

Assist counselor in administering and monitoring group tests.

Prepare and organize answer sheets for machine scoring, hand scoring small quantities (not interpretation of test results).

The paraprofessional should:

Possess a sensitivity to the problems and needs of children.

Manifest an interest in working with children and youth.

Be knowledgeable of the role of the counselor and the total guidance program.

The counselor should:

Assist in the selection of paraprofessionals.

Assume the responsibility of supervision of paraprofessionals.

For future planning, the professional organization should:

Encourage the post secondary educational systems to offer training for paraprofessionals in guidance and pupil personnel services.

Encourage the collaboration of State Education Agency personnel, post secondary student services personnel, and local education agencies guidance personnel in instituting such courses and/or programs.

The training for paraprofessionals should include secretarial training, operation and use of multi-media materials, practical investigations and/or research technicques, human relations, group testing, ethnics, and home-school-community resources.

The merging, changing role of professional counselors has been a struggle in part due to the "hangover indictment" of NDEA days which presumes that counselors, in particular secondary school counselors, spend their time only with the college-bound. This is a grossly mistaken role identity. However, it can be perceived as a compliment due to the success of our efforts in fulfilling the mandates of NDEA. This serves to support the assumption that the authorization and appropriation of H.R. 3270 would also be a wise investment of our Federal dollars, as it serves to support the present role of the professional counselor. The American School Counselor Association representing the counseling professional, has adopted specific role statements for four work settings: elementary, middle/junior high, secondary and postsecondary. These are being adhered to within our ranks and include a broad base of role and function with the individual and career decision very much at the core.

Mr. Chairman, with your permission, I would like to insert as a part of the record copies of: "The Unique Role of the Elementary

School Counselor," "The Role of the Secondary School Counselor," "The Role and Function of Post-Secondary Counseling," "Counseling and Guidance Program: Staffing Needs and Responsibilities," all statements by ASCA.

"Redefinition of the Role and Function of the Professional Counselor," a statement by NCPGA, and "Meet School Counselors," a brochure by ASCA.

[Article entitled "Meet School Counselors," retained in subcommittee files.]

Mr. ANDREWS. Without objection, they will be welcomed.

Mrs. KNOX. Thank you.

[The documents referred to follow:]

REDEFINITION OF THE ROLE AND FUNCTION OF THE PROFESSIONAL COUNSELOR

ROLE AND FUNCTION OF THE PROFESSIONAL COUNSELOR

Since the advent of a formal counseling service with Frank Parsons' vocational counseling work in the first decade of the twentieth century, counseling has gone through many stages. It has meant many things to many people; it has followed many leaders. Considerable confusion and some anxiety have resulted from a statewide and nationwide situation in which many people, both within counseling and outside, have defined the role and function of the counselor in diverse, frequently opposing, terms. Often counselors have found themselves performing tasks which are unrelated to their training and only superficially related to the significant needs of the population they serve.

The diversity of roles and functions being performed by counselors in North Carolina led the School Counselors Division of the North Carolina Personnel and Guidance Association to request that the NCPGA president appoint a committee to present a report regarding the perameters of the role and function of personnel working as counselors in our state. The attached model was designed by the ad hoc committee, so appointed and representative of the various disciplines within the profession, in fulfillment of the previously described assignment.

The committee developed a three-dimensional model to graphically depict its concept of the role and function of the counselor. The professional roles of the counselor (counseling, consulting and coordinating) on the primary plane intersect with the areas of human development on the secondary plane. In its listing of five developmental areas the committee had no intention of excluding such crucial themes as socialization and career development but rather assumed that these elements were continuous threads in the total process of development.

Virtually all of the counselor's legitimate functions are detailed by the various intersecting points of the primary and secondary planes.

The counselor could be performing all his professional roles and operating in all developmental areas, but doing so in an ineffective and haphazard fashion without the addition of the third dimension of the model. The tertiary plane consisting of multiple evaluative criteria makes possible systematic planning and evaluation of the counselor's total program of work with his clients. By planning his program in terms of behavioral objectives, based on the needs of his clientele, and with the tools for evaluation built into his objectives, the counselor is able to function on a new level of efficiency and effectiveness. Presented in the following paragraphs are some specific examples of this three-dimensional model of counseling.

Example 1.—Public School Counselor: Role—Consultant. Development Area—Values/Belief System. Evaluation Criteria—Standardized Instruments, Observations.

In this example the professional counselor is functioning in the role of a consultant with children in the intermediate grades who are dealing with values. Two means of evaluation selected are observations and selected standardized inventories.

In general, consulting involves dealing with those who have a more direct contact with the individuals experiencing the developmental difficulties. Therefore, the counselor would be working with the fifth grade teacher in this example to find ways for the teacher to help the lower socio-economic children in her class to comprehend more fully the concept of property—that is leaving the clothing, money, pencils, etc. that belong to others with others and not taking the items for their own. As the teacher proceeds to do such things as show films, hold discussions, and role-play situations, the counselor acts as the researcher in observing the change (reduction, hopefully!) in frequency of taking items. If a standardized inventory is used, a pre-test and post-test procedure could be utilized. At later points, behavioral contracts could be made with specific students in an effort to alter their behavior with regard to stealing.

Example 2.—Public School Counselor: Role—Coordinator. Developmental Area—Academic/Cognitive. Evaluative Criteria—Program Alterations, Process Analysis, Career Implications, Observations.

In this example, the counselor serves as a coordinator to evaluate the mathematics program in this high school. This task was attempted because of more and more inquiries as to why Advanced Placement Mathematics was not in the curriculum.

As coordinator, the counselor will bring the mathematics faculty together to discuss and study the courses that are currently being offered and the possibility and the feasibility of adding other courses. The counselor will be meeting concurrently with students to discuss their desire to pursue mathematics courses (that may lead to careers) other than those presently offered. Past and present math performance and standardized test results of the student body will be studied by the adults involved. Other members of the school staff will be making the necessary decisions and arrangements based on the results of the study.

We may expect, as a result of the study, to see a change in the mathematics program. Evidence gleaned during the study may show a need for other mathematics courses on a variety of levels before Advanced Placement can be offered. A close look at math careers as related to Advanced Placement Math could be looked at to aid in determining the need for expanding the math curriculum to the Advanced Placement level.

Throughout this study the counselor has made no judgements or decisions concerning the mathematics program. The task has been to coordinate the efforts and energies of the many people who are to collectively make the judgements or decisions.

We can evaluate the counselor's effectiveness through process analysis by observing the relationship and atmosphere that existed between the counselor and the math teachers. The decision-making process may be more efficient when proper human relations skills are implemented. Other evaluation would be in terms of an increased mathematics curriculum and the implication that this change has for career development.

Example 3.—Employment Counselor: Role—Counseling. Developmental Areas—Social/Affective; Academic/Cognitive. Evaluative Criteria—Standardized Instruments, Career Implications, Behavioral Contrals.

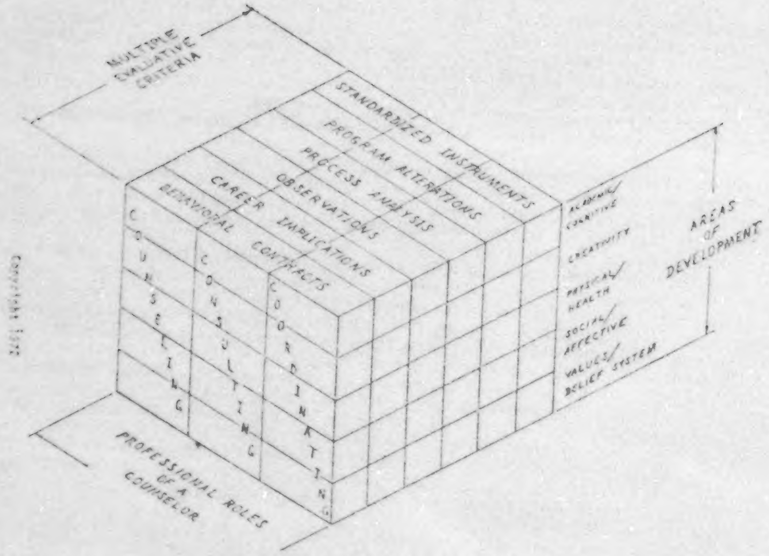
In this example, the counselor work with an adult who has an interest in the managerial sales field but is having difficulty in obtaining the necessary trainee status.

Individual counseling sessions with the client reveals a weak preparation in mathematics, no preparation in the areas of marketing and distribution and also demonstrates weak verbal ability. The client also expresses a lack of confidence when he is being interviewed by a prospective employer for a trainee position.

The counselor administers the GATS (General Aptitude Test Battery) to aid in pinpointing any mathematical weakness. Recommendations are made to the client based on the GATS results, to enroll in a local educational institution (maybe at night) to take appropriate math courses and possibly a course in marketing or a related area. Tutoring in the area of communications skills is suggested to improve his ability to converse more effectively with people.

The counselor sets up simulated interview situations for the client and then arranges with a business acquaintance to give the client a practice interview. It is revealed to the client that improvement of skills in the areas mentioned, along with the practice interviews, may provide him with the needed confidence It is also suggested that an alternate route of becoming a sales representative temporarily, may provide the client the experience and skills needed to reach his desired goal of a managerial sales career.

Evaluation of the counselor's effectiveness would be in terms of the behavioral contracts that exist between the client and the counselor, and the implications that these behaviors have for the client reaching his career objective.


MULTIPLE EVALUATIVE CRITERIA
STANDARDIZED INSTRUMENTS
PROGRAM ALTERATIONS
PROCESS ANALYSIS
OBSERVATIONS
CAREER IMPLICATIONS
BEHAVIORAL CONTRACTS
COUNSELING
CONSULTING
COORDINATING
PROFESSIONAL ROLES OF A COUNSELOR
ACADEMIC/COGNITIVE
CREATIVITY
PHYSICAL/HEALTH
SOCIAL/AFFECTIVE
VALUES/BELIEF SYSTEM
AREAS OF DEVELOPMENT
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THE UNIQUE ROLE OF THE ELEMENTARY SCHOOL COUNSELOR

This position paper describes the unique role of the elementary school counselor. It was originally authored by Jackie Lamb, Vice President for Elementary School Counseling, 1972–73, and Roger Deschenes, Vice President for Elementary School Counseling, 1973–74. This position paper has now been officially recognized and accepted by the American School Counselor Association Governing Board.

RATIONALE

Consistent with the philosophy of education, elementary school counseling concerns itself with the child in the developmental process of maximizing his potential. Living and functioning effectively depends on the interaction of an individual's self-concept and the complexity of influences and experiences which he accumulates. The elementary counselor works within the education framework and the child's total environment to enable the child to find his identity and to learn to make choices and decisions which lead to effective functioning as a worthwhile being.

Because each individual makes the choices and decisions which ultimately determine his behavior and his learning, particular attention and time needs to be given in the education program of the young child to provide training and opportunities to learn decision making skills. The elementary school counselor, because of his specialized training, provides service and leadership in this area as it is fully integrated into the total school experience.

Elementary guidance and counseling builds upon the belief that human beings must have continuous experiences of challenge, achievement, and success. The school creates situations in which pupils find themselves needed and wanted by others. It creates situations in which teachers can show each child that to his teacher and fellow pupils he matters, that he is accepted as he is. Elementary school developmental guidance and counseling is concerned with each child's perceptions of the present and how they relate to the present and future; therefore, the counselor has direct contact with all children at all levels in the elementary school. The teacher plays the primary role in working with children and the counselor must aid the teacher in making education more meaningful to each child with the implementation of an appropriate guidance and counseling program.

OBJECTIVES

As an elementary school guidance and counseling program is composed of more than just a professional counselor it is imperative that our objectives represent all of the various populations. In so doing we are then able to communicate more clearly our responsibilities and goals and how they relate to the total education and environment of the child.

I. For the individual child: (age-appropriate)

A. will be able to identify himself by description, likes, dislikes, interests, skills, etc.

B. will be able to define his role in his family, school setting, neighborhood, community.

C. will have a positive feeling of himself and be able to verbalize his self-feelings in a straightforward, comfortable manner without fear of nonacceptance.

D. will be able to recognize his shortcomings and accept his limitations, then proceed to work toward improvement as he sets his goals.

E. will be acceptant of other people and be able to identify and work toward solving conflicts in relationships.

F. will feel good about learning and working and, when distress occurs, will use appropriate skills of problem solving and decision making to reach a level at which he can cope.

G. will have interest in the future and engage in some fanticizing of his possible role in it.

H. will have a realistic understanding of the interrelatedness of people and the world of things and services, and the part he and family and acquaintances play in it.

II. For teachers, administrators, and parents in the child's life:

A. will understand and accept the child's self-concept and work with him to determine for himself positive changes; then to provide guidance and support as he endeavors to make those changes.

B. will relate to the child as a worthwhile human being, so that the child can use acceptable and appropriate relationship behavior.

C. will provide teaching, experiences, and opportunities for learning decision making skills and grant him the dignity to live with and learn from his mistakes without criticism or ridicule, or without "taking over" the decision making.

D. will seek help for themselves when necessary in order to provide the most effective learning environment for the child.

III. For the counselor:

A. will be a congruent human being, comfortable in his personal and professional life to the extent that he can function for the best interests of those he serves.

B. will accept each person (child and adult) with whom he works, with all accompanying feelings and behaviors, and help the client via unique training and skills to define needs and concerns.

C. will provide the guidance and counseling appropriate and acceptable for the counselee to be able to fulfill his objectives (as stated above).

D. will be able to identify changes and objectives reached by the counselee and will be able to interpret them to others.

E. will serve as an advocate for children within the adult structure of the school and community.

IMPLEMENTATION

Counseling services will be planned and determined by the counseling staff in cooperation with the educational team whose focus is the learner as a person and as one who shares in the decision making process. Parental input will be solicited through meetings, conferences, and/or advisory groups. Plans will be based on known developmental needs and existing conditions and will be flexible to accommodate unforeseen, emerging needs and changing conditions.

I. The elementary school counselor's *primary functions:*

A. Counseling individual students

1. The counselor at the elementary level seeks to facilitate the child's transition from home to school, the success of which may well determine the child's attitude toward himself and his chances for positive growth in the school setting.

2. With this in mind, the elementary counselor makes himself available for conferences in which the student is free to express his own attitudes about

himself, his school experience, his interests, abilities, shortcomings, achievements, goals, etc. In this way and in an atmosphere characterized by warmth and acceptance, the counselor attempts to foster the student's self-understanding and self-reliance.

B. Counseling groups of students

In small group sessions of four or five students, or in classroom groups, the elementary counselor offers the individual student an opportunity to gain greater self-understanding and confidence through interaction with his peers. Much of the time would be spent on the development aspects of growing up.

C. Consulting with teachers, other school staff members, and parents

The elementary counselor works to promote a cooperative effort between all persons involved in helping the child meet his individual needs. Toward this end the counselor also serves as a referral agent to resources beyond the school and family.

D. Professional evaluation

The counselor continuously evaluates his effectiveness within the counseling relationship and his effectiveness with regard to the program as a whole—his services as a consultant, coordinator, and referral agent. The evaluation will include all stakeholders in the program to answer questions of effectiveness; to find causes for areas of concern; to identify individuals and groups not presently being served; to provide data to make for systems change within the educational community.

II. Consultant in other areas:

A. Curriculum development.

B. Testing program.

C. Grouping and placement.

D. Pupil evaluation.

E. Screening: pre-school, learning disabilities, special classes.

F. Pupil data collecting.

G. Horizontal and vertical articulation of guidance program and pupil data.

H. Informational and dissemination service.

I. Impact of instructional program on the pupils.

J. Local school and community committees: drug education, family living, parent groups.

K. Counselors may also offer inservice training to other members of the educational team.

L. The counselor will often serve on curriculum planning committees, bringing his knowledge of growth and development and learning theory.

M. Counselor also serves in important consultative and/or coordinator role in career education.

III. Interpreting the functions of the counselor to students, teachers, parents, and the general public: Unless these groups possess a clear understanding of the elementary counselor's functions and the undergirding rationale, his effectiveness will be seriously impeded. Thus, it is the responsibility of the elementary counselor to make an initial and continuing effort to promote these understandings.

THE UNIQUE ROLE OF THE MIDDLE/JUNIOR HIGH SCHOOL COUNSELOR

> There is a unique role for the middle/junior high school counselor, and there has been an increasing need to develop a position paper to describe this role. This position paper was originally authored by Mary K. Ryan, Middle/Junior High School Vice President for ASCA, 1972–73. The original paper has since been modified by incorporating suggestions and recommendations made by practicing school counselors. This position paper has now been officially recognized and accepted by the American School Counselor Association Governing Board.

The Middle/Junior High School counselor recognizes the commonalities of the role and function with those of the elementary and secondary work settings. However, since early adolescents have special physical, emotional, and social needs, services specifically related to middle/junior high school students must be established. To ensure the fullest development of each child's talents and capabilities, an effective guidance program must recognize the many physiological and psychological differences of adolescents in grades five through nine.

COUNSELING

In serving as a facilitator of self-development, the middle/junior high school counselor should provide an individual counseling environment for all students to help them gain an understanding of themselves and find an identity. Emphasis on individual counseling does not rule out the benefits obtained from group sessions or peer counseling. The capable middle/junior high school counselor will utilize all techniques in helping students objectively evaluate their present and future lives.

SCHOOL STAFF

To improve the educational climate and foster personal and social development of the counselee, it is incumbent upon the counselor to share his expertise with the teachers. Through individual conferences, case conferences, inservice training, and as an integral part of the team, the counselor can assist the staff in becoming increasingly aware of and sensitive to the needs of the early adolescent. The counselor should supply necessary personal data, interpret test result, and help resolve value conflicts.

Teachers, with their close, everyday student contact, have significant opportunities to affect the students' self-concepts. Cooperation is not only essential but beneficial to the counselor and to the staff, since both are working toward the same goal—i.e. enabling the student to reach his full potential.

The counselor may assist administrators in ascertaining that the curriculum is meeting the needs of his counselees, that discipline is of a positive nature, and that quality integrated services are provided.

PARENT INVOLVEMENT

Maintaining open lines of communication with parents, in either individual or group settings, should maximize the students' social as well as academic adjustment. This counselor responsibility, applicable to all age groups, is particularly pertinent in the middle/junior high school, since adolescents are striving for independence and are reaching a level of maturity and socialization that causes them to question environmental pressures.

The counselor's role in parental consultation includes such activities as interpreting tests results, acquaintaining parents with school policy and procedures, making parents aware of in-school and out-of-school referral agencies, as well as assisting through direct instruction in parental understanding of child growth and development.

COMMUNITY CONTACT

Since the general public has been oriented to thinking of guidance counselors as means of obtaining college admissions and vocational information, it is mutually advantageous for the community to have an understanding of all guidance functions as they relate to this work setting.

The counselor must contact the social agencies frequently utilized for referrals—civic groups, clergy, professional organizations, and juvenile court personnel. He should make his role known to the general public through newsletters, handbooks, newspapers, radio, and television. These measures will tend to improve student welfare.

The citizens' involvement in defining community needs will ensure support for the counselor's endeavors in planning a complete guidance program. Untapped resources will be forthcoming from the public to assist the counselor in becoming a change agent in promoting improved human relations. Prevention of problems for the impressionable early-teenagers should be an outcome of the combined school and community interest.

OTHER AREAS OF SPECIAL RESPONSIBILITY

Orientation to junior and senior high schools, educational placement, career development, and group activities to promote greater self-direction, particularly in value formulation and decision making, are all areas with special implication for the middle/junior high school counselor.

A well-rounded middle/junior high school guidance program addresses itself to the social, emotional, and physical uniqueness of the early adolescent and aims to promote a high level of self-understanding and self-direction in each individual student.

(It is hoped that this position paper will assist in strengthening the position of the middle/junior high school counselor. Counselors are encouraged to make use of this position statement wherever appropriate. Limited individual copies are available by contacting either Mary K. Ryan or Carol Reynolds.)

THE ROLE OF THE SECONDARY SCHOOL COUNSELOR

The purposes of this document are to identify and to clarify the role of the secondary school counselor, as perceived by the membership of the American School Counselor Association, and to commit to public record certain philosophic tenets and essential operational conditions entailed.

PROFESSIONAL RATIONALE

As members of the educational team, secondary school counselors believe that each child possesses intrinsic worth and inherent and inalienable rights and that each child is the focus of the educational process. No other country in the world devotes so much attention to the individual student. Schools in all societies are concerned with the transmission of cultural heritages and with the socialization of youth. In the United States there is the additional emphasis on the individual and on his needs and desires. Guidance in schools is an American phenomenon, and is, as one phase of pupil personnel services, a unique and integral part of the total school program.

The counselor believes that most students, given the experience of an accepting nonevaluating relationship, will make intelligent decisions.

When effective, school counseling functions as a continuous process to assist the student through identifying and meeting his needs in the educational, vocational, and personal-social domains. Although personal counseling is a major function of the guidance staff, other responsibilities and involvements include, but are not limited to staff consultation, parental assistance, student self-appraisal, educational-vocational information and planning, referral to allied community agencies, and public relations.

Guidance is a function of every member of the education team, but the responsibility for leadership is one of the primary functions of the school counselor. It assists the student to understand himself by focusing attention on his interests, abilities, and needs in relation to his home, school, and environment. Counseling assists the student in developing decision making competence and in formulating future plans. The school counselor is the person on the staff who has special training for assessing the specific needs of each student and for planning an appropriate guidance program in the educational, vocational, and personal-social domains.

The continual changes in society bring new and different challenges to schools. New knowledge is constantly available. The effective school counselor, through training and retraining, remains informed and approaches each counseling situation realistically.

PROFESSIONAL RELATIONSHIPS

Counseling relationships

Counseling relationships are based on the following principles:

The counselor's obligation respects the integrity of the counselee and promotes the welfare of the student with whom he is working.

Before entering the counseling relationship, the counselee should be informed of the conditions under which he may receive assistance.

The counselor shall decline to initiate or shall terminate a counseling relationship when he cannot be of professional assistance.

The counseling relationship and information resulting therefrom must be kept confidential and consistent with the rights of the individual and the obligations of the counselor as a professional person.

The counselor reserves the right to consult with other professionally competent persons about his counselee.

In the event that the counselee's condition is such as to endanger the health, welfare, and/or safety of self or others, the counselor is expected to consult the appropriate responsible person. In some instances, referral to a specialist may be desirable.

The counselor's relationship with the student

Through the counseling relationship, the counselor seeks to help each student to understand himself in relation to the world in which he lives. He helps the student to know himself and to recognize his strengths and weaknesses. The counselor helps the students to establish values and to know how to make realistic and positive decisions. To accomplish these goals in the high school environment, the secondary school counselor:

Sees the student as an individual and acknowledges his right to acceptance as a human being.

Recognizes that each student's behavior is meaningful and represents his attempt to develop within his environment as he perceives it.

Is available to all students and works with them in relation to their educational, vocational, and personal-social needs.

Creates an atmosphere in which mutual confidence, understanding, and respect result in a helping relationship.

The counselor's relationship with the parent or guardian

The school counselor serves as consultant to parents or guardians regarding the growth, educational and career planning, and development of the counselee. To accomplish this goal, the secondary school counselor:

Accepts the parent as an individual and acknowledges his right to uniqueness.

Approaches the conference in a courteous, professional, sincere, nonjudgmental, and respectful manner.

Respects the basic right and responsibility of parents to assist their children in decision making.

Conveys a sincere interest in establishing a helpful and cooperative relationship.

Assures parents of confidentiality of information received.

The counselor's relationship with the teacher

The counselor assists teachers to better understand the plan for the educational, career, and personal-social development of the students. To accomplish this goal, the secondary school counselor:

Views the teacher as a member of the guidance team.

Serves as interpreter of the school's guidance program to teachers and familiarizes them with the guidance services available.

Shares appropriate individual student data with the teacher, with due regard for confidentiality, and assists the teacher in recognizing individual differences in students, as well as their needs in the classroom.

Assists the teacher in making referrals to other appropriate school personnel, such as the remedial reading teacher, the school nurse, or the school's learning disabilities specialist.

Supports teachers of vocational and/or cooperative programs offering students on-site work experience.

Cooperates with efforts of the middle school/junior high school and senior high school teachers to articulate academic course work for the benefit of the student entering the senior high school.

Maintains an objective and impartial view in teacher-student relationships, endeavoring to understand the problems which may exist and to assist in their solution.

Assists in the planning of classroom guidance activities and acts as a resource person for obtaining appropriate up-to-date materials and information.

Makes current information available to the teacher about the myriad of careers and job opportunities during and beyond high school.

Involves the teacher in conferences with students and parents, promoting a better understanding of the student and his development.

Develops a teacher consultation program to help teachers with students who show discipline and learning problems in the classroom.

The counselor's relationship with the administration

The work of the school counselor should contribute directly to the purposes of the school. To accomplish this goal, the secondary school counselor:

Recognizes that the administrator is the major member of the guidance team whose outlook, leadership, and support create the atmosphere for success in his important school services.

Serves as interpreter of the guidance program to the administration familiarizing it with the guidance services available.

Works closely with the administration in planning, implementing, and participating in inservice training and other programs designed to maintain and promote the professional competency of the entire staff in curriculum development, in adapting learning activities to pupil needs, and in effecting positive student behavior.

Serves as liaison between the guidance staff and the school administration by preparing pertinent information regarding student needs and abilities or other data related to the guidance program and curriculum development.

Is aware that any statement on role and function of the secondary school counselor does not supersede nor is it in direct conflict with legislation dealing with confidentiality, privileged communications, or contract agreements between counselors and boards of educaton.

The counselor's relationship with significant others

The counselor has professional responsibilities to a number of significant others as he makes an effort to utilize all available community resources to assist the student. It is essential that a good working relationship be established and maintained with these community and area resources. To assure ongoing rapport with community and area resources, the secondary school counselor:

Maintains good communication with the office of the probate judge and with law enforcement agencies.

Retains a cooperative working relationship with community and social agencies.

Consults with students' previous counselors in order to utilize valuable knowledge and expertise of former counselors.

Maintains a close and cooperative relationship with the admission counselors of post-high school institutions.

PROFESSIONAL RESPONSIBILITIES

The counselor's responsibility to the student

In addition to specifying the counselor's professional relationships with the student, it is important to consider his responsibilities to the student. In a counseling relationship, the secondary school counselor:

Demonstrates respect for the worth, dignity, and quality of the student's human rights.

Shows concern for and assists in the planning of the student's educational, career, personal, and social development.

Aids the student in self-evaluation, self-understanding, and self-direction, enabling him to make decisions consistent with his immediate and long-range goals.

Assists the student in developing healthy habits and positive attitudes and values.

Encourages the student to participate in appropriate school activities with a view toward increasing his effectiveness in personal and social activities.

Participates in the planning and designing of research that may result in beneficial effects to the counselee.

Assists the student in the development of an awareness of the world of work and in the utilization of the school and community resources to that end.

Helps the student to acquire a better understanding of the world of work through the acquisition of skills and attitudes and/or participation in work-related programs.

Encourages the student to plan and utilize leisure time activities and to increase his personal satisfaction.

Clearly indicates the conditions under which counseling is provided with respect to privileged communication.

Assists in the student's adjustment to senior high school, evaluates his academic progress, and reviews graduation requirements.

Makes referral to appropriate resources whenever his professional or role limitations limit his assistance.

Assists the student in understanding his strengths, weaknesses, interests, values, potentialities, and limitations.

The counselor's responsibility to the parent or guardian

The counselor holds conferences with parents or guardians about the student's growth and development. Through individual or group conferences, the secondary school counselor:

Provides the parent/guardian with accurate information about school policies and procedures, course offerings, educational and career opportunities, course or program requirements, and resources that will contribute to the continuing development of the counselee.

Makes discreet and professional use of information shared during conferences.

Shares with the parent/guardian information and interprets pertinent data about the counselee's academic record and progress.

Assists the parent/guardian in forming realistic perceptions of the student's aptitudes, abilities, interests, and attitudes as related to educational and career planning, academic achievement, personal-social development, and total school progress.

Interprets the guidance program of the school to the parent/guardian and familiarizes him with the guidance services available.

Involves himself and the school's guidance staff with parent/guardian groups.

Involves the parent/guardian in the guidance activities within the school.

The counselor's responsibility to the staff

In a democratic society, the school's basic purpose is the education and development of all students toward individual fulfillment. To contribute toward this important responsibility, the secondary school counselor:

Works with all members of the school staff by providing appropriate information, materials, and consultative assistance in supporting teacher efforts to understand better the individuality of each pupil.

Contributes to curriculum development and cooperates with administrators and teachers in the refinement of methods for individualized learning.

Contributes to the development of a flexible curriculum to provide a meaningful education for each student.

Acts as the coordinator in the school's program of student appraisal by accumulating meaningful information and interpreting this to students, parents, and the professional staff.

Utilizes modern technology, techniques, and paraprofessional personel to disseminate educational and career information.

Assists in research related to pupil needs by conducting studies related to the improvement of educational programs and services.

Assists students in planning programs of educational and vocational training consistent with their goals.

Coordinates the use of services available beyond those he can provide by making appropriate referrals and by maintaining a cooperative working relationship with community specialists.

Serves the school's program of public relations by participating in community groups and by furnishing information regarding the guidance programs to the communications media.

Acts as a consultant to administrators, to teachers, and to significant others, sharing appropriate individual student data, identifying students with special needs, suggesting materials and procedures for a variety of group guidance experiences, and participating in inservice training programs.

Implements student articulation between the junior high school and high school and the high school and post-high school experiences.

Accepts professional obligations related to school policies and programs.

Participates in the planning, development, and evaluation of the guidance program.

The counselor's responsibility regarding the community

The secondary school counselor has a professional responsibility to have accurate information about current programs in operation in the community, including knowledge of such services as health clinics, planned parenthood clinics, volunteer programs, cooperative programs, apprenticeship of labor organizations, Chamber of Commerce, and other community agencies.

The counselor's responsibility to his profession

The American School Counselor Association presumes that the professional identity of the school counselor must be derived from his unique training and service. To assure his continued professional growth and contribution to his profession, the secondary school counselor:

Has an understanding of his own personal characteristics and their effects on counseling relationships and personal-social encounters.

Is aware of his level of professional competency and presents it accurately to others.

Continues to develop professional competence and maintains an awareness of contemporary trends inside and outside the school community.

Fosters the development and improvement of the counseling profession by assisting with appropriate research and participating in professional association activities at the local, state, and national levels.

Discusses with related professional associates (counselors, teachers, administrators) practices which may be implemented to strengthen and improve standards or conditions of employment.

Prepares meaningful, objective, and succinct case reports for other professional personnel who are assisting the student.

Discusses with other professionals situations related to his respective discipline in an effort to share unique understandings and to elicit recommendations to further assist the counselee.

Enhances the image of counselors and of other related professionals by positive references in communicating with students, parents, and the community.

Maintains constant effort to adhere to strict confidentiality of information concerning counselees and releases such information only upon the signed release of the counselee and/or parent/guardian.

Becomes an active member of the American School Counselor Association and state and local counselor associations in order to enhance his professional growth.

The counselor's responsibility to self

Beyond the counselor's responsibility to his profession is a further responsibility to himself. To meet the significant responsibilities to self, the secondary school counselor is expected to:

Maintain a strict adherence to the concept and practice of confidentiality and recognize the right to share such information only with a signed release.

Be well informed on current theories, practices, developments, and trends.

Use time primarily for guidance and counseling and constantly strive to reduce demands of clerical or administrative duties.

Become a professional individual and, in so doing, develop and maintain a well-rounded educational, social, and professional attitude.

THE ROLE AND FUNCTION OF POST-SECONDARY COUNSELING

Post-secondary counselors function in a wide variety of settings, such as vocational-technical, colleges and universities, community colleges, private agencies, governmental agencies, Armed Forces, proprietary institutions, and adult continuing education centers. Though they are an integral part of the total institution/agency staff and are members of the student services team, their major concern is with the normal developmental needs and concerns of students.

The primary role of post-secondary counselors is to assist individual students in acquiring information and developing attitudes, insights, and understanding about themselves and their environment, which are necessary for optimal growth and development. This is usually accomplished through the counseling relationship, either individually or in groups. It will also include consultation with teachers, administrators, and other significant adults. During these contacts, professional confidentiality is maintained.

Post-secondary counselors should be proficient in working with students, either individually or in groups, and in consultation activities, though the emphasis will vary depending on the particular setting in which one works. Their purpose, in all instances, is to help students understand themselves in relation to the social, psychological, and economic world in which they live, to develop decision making competency, and to resolve special problems.

WORK WITH STUDENTS

Post-secondary counselors work with students in educational, career, and personal-social counseling. They also play a role in orientation to post-secondary education and in providing testing services. These functions may be performed individually or in groups. Though they are necessarily interrelated, they will be dealt with here as separate functions.

Orientation

Orientation is that process which assist both new and potential students to experience a successful entry into post-secondary education. The counseling staff should play a leadership role in the planning and implementation of this program. These functions are designed to assist students to:

Recognize and identify the kinds of difficulties that they may encounter during their enrollment.

Recognize procedures and processes that have an effect upon their progress.

Be aware of the counseling services.

Recognize the channels of communication they may utilize during their enrollment.

Provide informal exchange of ideas and/or experiences with a counselor.

Become aware of the total student services available.

Became aware of information regarding curricula, career information, transfer information, etc.

Reduce anxiety related to entrance into a new or unknown environment.

Become acquainted with some of their fellow students as an initial base for the development of interpersonal relationships.

Individual Student Counseling

Educational Counseling.—By helping students relate their previous school records, test scores, ability, achievement, aptitude, and work and life experiences to their expressed feelings and ambitions, a counselor is able to provide help in the selection of programs or classes which are appropriate for the student's existing life goals.

Career Counseling.—The counselor provides the opportunities for students to develop a basis for career decision making by helping them consider the following:

Background information—discussion of past experiences that provides a basis for future career decision making.

Personal career needs—detailed consideration of work and life style values and priorities as they relate to each other.

Self-concept—exploration of how students see themselves physically and intellectually, as well as in interpersonal relations.

Level of functioning—discussion of reality factors such as academic attainment, test information, including vocational and interest testing, and special abilities that are necessary for career decision making.

Career information and exploration—utilizing various media that provide information about careers.

Career planning and summary—summ[illegible]ation of all data with assistance in short- and long-term planning for a c[illegible].

Personal-Social Counseling.—Through individual counseling, students are assisted toward actualizing their potential. The counselor helps students to:

Adjust to immediate problems or situations.

Learn methods to use in dealing with future problems.

Develop a better understanding of themselves.

Accept and think positively about themselves.

Clarify alternatives open to them in their problem solving.

Verbalize problems pressing upon them.

Clarify their thoughts and actions.

Become aware of and seek assistance from appropriate referral sources.

Group Procedures

This function typically takes two forms, group counseling and group guidance. In practice the two forms are often interrelated.

Group Counseling. Groups are particularly effective with students who:

Are vocationally undecided.

Have study problems.

Have personal-social problems.

Are on academic probation or are having achievement or attendance problems.

Wish to improve their ability to direct their own lives.

Wish to become more effective in their interpersonal relationships.

Wish to increase their ability to understand themselves and others.

Group Guidance.—This form of group process typically deals with the dissemination of information in the following areas:

Orientation of students and/or parents.

Academic problem solving.

Career information.

Educational information.

Summarization of guidance and counseling functions.

Testing

Testing services deal with the administration and scoring of tests and interpretation and evaluation of test information for students. This service includes:

Assisting with the placement of students into appropriate programs and courses.

Assisting students in their selection of educational and vocational goals.

Assisting students to develop an understanding of test results for their individual needs.

Referring students to agencies or test centers where special testing is available.

Providing test data for research and curriculum revision.

Providing a permanent or systematic recording procedure and storage for filing test scores.

Articulation

Articulation with other institutions, agencies, businesses, industries, labor and government by a counselor will:

Help students in their plans for satisfying curriculum requirements.

Provide feedback from former students through follow-up programs to be utilized in curriculum evaluation.

Improve the articulation process by having counselors serve on local and state committees.

Aid in job development and job placement.

CONSULTANT TO FACULTY AND ADMINISTRATION

Post-secondary counselors serve as consultants to members of the faculty and administration. Counselors are part of the educational team. Their service and contribution to the faculty and administration is helpful in the following situations:

Discussing student needs related to curriculum and classroom functioning.

Interpreting student cumulative record information to faculty members as needed.

Helping them to identify and plan programs for students with special abilities and needs.

Serving as counselor-consultant or liaison to a particular department or division of the institution.

Reporting the results of follow-up visits to schools and industry.

Serving on faculty committees, particularly in the area of curriculum development.

Offering the counselor's expertise in various areas of classroom instruction, group dynamics, human relations, communication, study techniques, etc.

INSTITUTIONAL AND PROFESSIONAL RESEARCH

Post-secondary counselors should become involved in institutional and professional research in order to make certain that valid information is provided to the institution regarding:

Accountability of the counseling program.

Follow-up of graduates and former students.

Development of local norms for standardized tests where appropriate.

Special projects or programs.

Characteristics of students.

Occupational trends in the community, state, and nation.

PERSONAL AND PROFESSIONAL GROWTH

Post-secondary counselors should strive to grow personally and professionally through activities such as:

Attending staff meetings dealing with policies, procedures, or special topics.

Attending staff training sessions led by other staff members or outside consultants.

Attending local, state, and national workshops on topics related to counselors' activities.

Updating skills by taking courses related to counseling.

Attending local, state, and national conferences.

Joining and becoming actively involved in local, state, and national professional associations.

Supervising counseling interns.

Having access to professional supervision and consultation as needed.

Developing new and innovative counseling programs.

Visiting and working with local business and industry.

COMMUNICATION PROGRAM

Post-secondary counselors should provide an effective communication program regarding the nature of counseling and guidance services for students, faculty, administrators, and other interested individuals. This can be done through:

Speaking to community or local schools about the counseling program.

Providing counseling services to the local community.

Leading counseling groups or teaching courses in human development.

Maintaining close working relationships with counseling programs at all school levels.

Sponsoring or hosting counseling related groups.

Visiting local businesses and industries to open communications regarding jobs, work trends, counseling function, and student preparation.

Serving on civic committees where counseling knowledge and skills can be of value.

Sponsoring meetings for local school counselors to increase their knowledge and understanding of career programs and services.

SUMMARY

In order for post-secondary counselors to function effectively, they must clearly understand their role as counselors. Their role within a particular institution should be firmly stated, as should their relationship to faculty, administrators, and other members of the student services team. This will enable them to function freely without interference from assignments or activities that are inappropriate. It will also enable counselors to become clearly accountable in their stated functions.

COUNSELING AND GUIDANCE PROGRAM

STAFFING NEEDS AND RESPONSIBILITIES

Introduction

This position of the American School Counselor Association describes the elements of a comprehensive and developmental guidance and counseling program and the criteria upon which the quantity and responsibilities of qualified differentiated staff members is based. The ASCA statements of counseling role and function for the elementary, middle/junior high, secondary and post secondary settings are an integral part of the design and implementation of guidance and counseling program.

Philosophy

"Who am I?", "Who can I become as a person?", and "How can I best contribute to society?" are questions which guidance and counseling programs help all individuals to answer. In their design and operation, through the curriculum and through specialized approaches, guidance and counseling programs exist to improve the learning environment by involving students, staff, parents, community and others who influence the learning and development of the persons served by the program.

Through individual and group contacts over a period of time the counselor has a major role in helping all persons develop more adequate and realistic concepts of themselves, become aware of educational and occupational opportunities and to integrate their understanding of self and opportunities in making informed decisions.

Program Goals

A guidance and counseling program provides for direct involvement of and service to students, staff and community in order to facilitate achievement of the following program goals:

Assist persons in developing:

1. A better understanding and acceptance of themselves; their strengths and limitations; aptitudes, needs, values, interests, and worth as unique individuals.
2. Interpersonal relationships on the basis of mutual respect.
3. Problem-solving and decision-making skills.
4. And accepting increased responsibility for their educational, occupational and avocational development.

Standards

These standards are set forth in a manner which allows local school districts, institutions, agencies and others to design and implement guidance and counseling programs consistent with the unique needs found within each setting.

Program

1. There is a written statement of objectives developed as a counselor responsibility, and with the involvement of appropriate others, specifying the overall guidance and counseling program as it involves and relates to the needs of the person in the school, institution, agency and community.
2. The basic program of guidance and counseling involves the process of consulting and coordinating services. The program is comprehensive and developmental and is implemented through the curriculum and through specialized approaches. Orientation, information, appraisal, placement, follow-up, follow-through, referral, and research activities are included in the program.
3. There is evidence that all persons throughout the school, institution, agency and community have continuous opportunity to participate in the guidance and counseling program.
4. There is evidence that the guidance and counseling program is systematically planned, implemented and evaluated.
5. The guidance and counseling program is continued on an extended basis during periods when classes are not in session.
6. The guidance and counseling program is community oriented, serving not only students enrolled but also pre-schoolers, dropouts, graduates and other community citizens.
7. Counselor taught or initiated mini-courses in decision-making, value clarification, study skills, and/or similar units are offered.
8. The program serves three- to five-year-old children and their parents where elementary school settings exist.
9. The guidance and counseling program provides other innovative service(s) or activities which are designed to meet unique needs of persons.

Staff

The American School Counselor Association has, in the past, given considerable thought and attention to the value of specified counselor-pupil ratios which are necessary to achieve the basic objectives of guidance and counseling programs. The absence of specified ratios in these standards should not be interpreted to mean that ratios cannot still serve as useful guides nor that they should not be maintained. ASCA holds the position that appropriate staff shall be employed to implement a guidance and counseling program designed to meet the needs of the persons to be involved in the program.

1. The guidance and counseling staff is qualified and appropriately certificated/licensed according to State Agency standards.
2. The guidance and counseling staff is responsible for the design, implementation, and evaluation of the services and activities prescribed in the program.
3. Professional, secretarial and/or para-professional staff are adequate in numbers to meet the objectives of the program.
4. Provision is made for staff to attend and/or participate in intra- and inter-professional meetings and activities within and outside the state.

Facilities

Appropriate and meaningful guidance and counseling activities with individuals and groups takes place in a wide variety of settings, the specific environment often being determined by circumstances. There are, however, continuing student, program and staff needs in which privacy and confidentiality of conversation and records require special counseling facilities.

1. Each counselor is provided with pleasant, private quarters conducive to conferences of a confidential nature and adequate in size to accommodate three to five persons.

2. The counseling facilities are located in an area readily accessible to students and others.

3. Each counselor's quarters is equipped with adequate telephone service.

4. A conveniently located area adequate for group guidance and counseling activities is available.

5. Adequate provision is made for the storage or display of all records and materials used by the counselor(s) in carrying out the guidance and counseling program.

6. Career resource center(s) are established and appropriately staffed to facilitate use of career awareness, exploration, planning, preparation and progression materials, equipment, and supplies.

Materials and Equipment

1. There is adequate budget for purchasing, maintaining and developing the materials and equipment necessary to achieve the objectives of the guidance and counseling program.

Mrs. KNOX. From my vantage point, I feel a need to share with you the necessity for the specificity of this act in terms of the role of the professional counselor. In previously authorized and appropriated legislation, specifically occupational education, counselors have lacked the opportunity for input directly or indirectly in those areas most definitely identified as counseling.

Thus, it is highly incumbent upon Congress to insure the role of the counselor in this act.

Counselors need assistance and support in coping with the problems encountered in implementing effective programs designed to enable persons in the transition from school to work—career. This addresses the dilemma of a number of counselors encumbered with responsibilities unrelated to the implementation of career guidance and counseling programs. The provisions of this act would greatly assist in the assurance of counselors implementing such programs.

Mr. Chairman, with your permission, I would like to insert as a part of the record an ASCA position statement, "Teacher-Counselor Working Relationships in Career Education."

Mr. ANDREWS. Very good. Thank you.

Mrs. KNOX. Thank you.

[The document referred to follows:]

TEACHER-COUNSELOR WORKING RELATIONSHIPS IN CAREER EDUCATION

Career education stresses an interdisciplinary approach to planning educational experiences for students. Such experiences should be planned based on input from all aspects of the curriculum, as well as input from the students involved. In the day-to-day schedules of professionals involved in education, provision must be made for times and places to share across discipline lines. Both the counselor and the teacher are key components of any professional education planning team. Each must share a responsibility for facilitating joint planning and dialogue regarding curriculum development in career education.

The guidance program can be viewed as including three components: consultation, coordination, and counseling. Counselors and teachers must develop the kinds of working relationships which assure the maintenance of these components. Under the philosophy of career education, the processes of self-concept development, values clarification, and decision-making skills offer areas where the counselor-teacher team must work together in translating these processes into action strategies.

Mrs. Knox. There are a number of effective career guidance and counseling programs and projects going on in our Nation. Dr. Herr and Dr. Gysbers documented a number of these in their testimony.

A key factor in these programs is the training and retraining of the professional counselor. We as professional counselors have the competencies to deliver the programs in career guidance and counseling.

May I say, perhaps 10 years ago I would not have been sitting here in this room as a practitioner, testifying. There would have been only persons such as Dr. Herr and Dr. Gysbers.

Mr. Andrews. May I go back to a thought, this teacher counseling work in relationship, the study prepared by the ASCA, did the teachers participate in that? Does that decision represent thinking only of the counselor side of that relationship, teacher-counselor relationship?

Mrs. Knox. There was input, yes, in the person who wrote the paper for us, when it was presented to the governing board of the American School Counselor Association for editing, revision, and ultimately adoption, by the way. This did emerge from the State of North Carolina; the person who wrote it is employed in the Department of Public Instruction in North Carolina.

Mr. Andrews. Very good. Thank you.

May I interrupt again? I notice that the same figure that Dr. Herr referred to, he referred to it as those being in the public education and public agencies sector. What is that, manpower and social services? Do you have any idea what portion of the 60,000 would be relatable to publicly supported education versus publicly supported agencies other than educational, basic educational?

Dr. Herr. Let me, if I may, ask Dr. Lewis or Dr. McDonough.

Dr. McDonough. Mr. Chairman, there are approximately 15,000 practicing school counselors in the other kinds of fields that is rehabilitation counseling, employment services, et cetera, the numbers are considerably lower. I would say perhaps no more than in the order, and I don't have that statistic right handy, would you have that in the total service?

Mr. Andrews. It would be 9,000 I presume.

Dr. Herr. About 9,000.

Dr. McDonough. I would say a third of those are in the employment services system. A third are in vocational rehabilitation and the remainder would be in the public nonprofit agencies run by United Fund support or foundation support or other community sponsorship.

Mr. Andrews. You speak of the need for upgrading skills and recycling, you use later in your paper, do any of you have an opinion as to whether that need in terms of the quality of the counselor, is that needed more in the public elementary-secondary education side, the 51,000 or would it not be needed more, I suspect, among the other 9,000?

Dr. Herr. Yes, sir, it would be an opinion. I guess my off the head response would be it is needed in both sides somewhat differently in the sense that the school people need it to really upgrade their skills in dealing with the employment sector. Many of the employment counselors, public sector counselors are finding themselves being cautioned to broaden their role considerably than they were originally established. Thus it is not so much a matter of simply updating skills as helping them to expand their role and see themselves continuing in areas they haven't before. I think there is somewhat different emphasis. Both need it badly.

Mr. ANDREWS. Among that other 9,000 it seems to me there would be a day-to-day upgrading in terms of the practicality of their work by reason of the fact that they are out involved in the work, whereas those who counsel in the public secondary and elementary schools are more removed from the ultimate end of the career for the student and hence it seems to me to require more frequent educational upgrading, whereas the person who is out here in a given town in Raleigh or somewhere, and on a day-to-day basis is seeking or finding, I believe, you said skills whether it is happening or not happening, as the case may be. Hence he is dealing with employers ascertaining through statistics or otherwise what the changing needs are in terms of job skills and so forth. Just on a day-to-day basis, I doubt that he could go somewhere to somebody who could really make him more proficient in terms of what he is doing than he himself knows.

Dr. McDONOUGH. I think what Dr. Herr was trying to say was in part substantially supporting your position except that the people and community agencies need, what I would call, psychological conceptual training and refurbishment in how to deal effectively with individual adjustment problems whereas the school counselors probably need some of that but also a good bit more current information about what is happening in the job market in the world of work, so there is a kind of interrelationship between the needs with a different emphasis for the two groups.

Mr. ANDREWS. I am trying to get at something. This is just excellent testimony in my opinion.

I noticed—I'm sorry, may I revert back to page 23, Doctor. In your testimony, you make this point of upgrading skills and then you say you don't mean by that to imply in any way that we do not also need to reduce the counselor-pupil ratio and so forth and then we get into, well, could we maybe determine that there is a greater need among the 52,000 than among the 9 or among the 9 more than the 51, and the essence of it in terms of sitting up here, is that you are saying we need everything and there just isn't that kind of money, so somebody here is going to have to say, yes, but yes, we will agree all of this would be great if we could furnish counselling of the very highest caliber to everybody, everybody wherein all ages in and out of school, in and out of the agencies that have them as he implied to Members of Congress or whomever, if all of them could be updated and have the—sure, that is a glorious ideal, but wholly impossible of attainment, as I think you know.

What we really need from you in addition to what you are saying, is, yes, but all the milk can't be cream. What is the real essence of the need? What is the greater need as among this broad spectrum of total need, whereas your testimony points out the need very well, no where in it do you see any selectivity, that is what you can help us most by doing is saying, yes, we need it all, but if we can't get it all, we think this should be given second priority or third or something and this should be first in terms of what it is going to cost. If you will excuse me, not that I mean to fuss with you, I just would like to make your testimony as meaningful as possible in terms of helping get something that will go to the heart of what you are saying.

Dr. **Herr.** I am not very sure I can speak to that very adequately except to say the estimates we do have would suggest that portions of the 15,000, if we use that figure, would certainly approximate a third to perhaps a half of those people in part because the length of time from the training days, of materials, of changes in their job expectations and so forth in terms of the proportions of the 9,000. It is somewhat more difficult for me to speak in terms of a half or a third or whatever the case might be.

I don't know if any of my colleagues could answer my question. But I can assure you we will try to get an estimate to you which may be helpful in that regard.

Just to make what I was attempting to say was because the current number of people on the firing line, this 60,000 whatever it seems obvious the first priority is try to get them upgraded while the training of new people is important, it seems to me over the long term, the priority has to be given to the retraining in service, that is the distinction I was trying to make there.

Mr. **Andrews.** I read that implication, yet you tend somehow to refute it yourself. You talk about the need for upgrading. I thought I read in there you were perhaps——

Dr. **Herr.** Perhaps what I was saying delicately, sir, was this, given current realities, the retraining in service aspects seems to be the highest priority. The matter of trying to reduce counselor-people ratios, all that sort of thing, is at this point a second priority, it seems to me.

Mr. **Andrews.** You may continue, Mrs. Knox.

Mrs. **Knox.** The average age of counselors is 35 years but is becoming lower. In the best estimates of the American School Counselor Association, of the approximately 60,000 professional counselors in our Nation, one-third to one-half are very much in need of some retraining, retooling, and greater awareness to upgrade their skills. Most counselors completed training prior to 1970, a number over 10 years ago. Very few opportunities to be upgraded are available. This must be provided on a continuing basis due to the rapid, ever-changing world of work and the economic picture. Further, our State and local education agencies have not only the personnel, but also the delivery systems for implementing the provisions of this act. I might add there, Mr. Chairman, to whatever degree we are able to have this funding available to us.

This new legislation is needed because it will provide for the utilization of our human resources, the real answer to our economic distress. Alvin Toffler quite vividly portrays the future shock of the accelerative thrust of change which we are now experiencing and further reflects on our coping capabilities in his theory of our over industrialized nation and what he calls the "eco spasm." In such perilously uncertain economic times as 1975, it is incumbent upon our Nation to utilize the fullest extent our human resources which already exist and to provide for career entry, reentry, and career progression over the life span. This supports the total life development concept expressed in Doctor Gysbers' testimony.

An all time high in unemployment, the extremely high crime rate, the increase in mental illness, the lack of physical endurance, the drug abuse (including alcohol), the deterioration of the American family, the constant seeking of escape mechanisms from the daily coping with life in the 1970's, the apparent rapid consumption of our natural resources, are among the many needs persons of all ages face in one form or another. May we focus on unemployment today in our Nation.

The need for retraining of persons whose jobs have become obsolete is tantamount to survival and requires adequate career counseling.

If I may interject here, Mr. Chairman, in response to the deliverations which took place just a few minutes ago in response to your request which we appreciate, this perhaps speaks somewhat to a portion of this act which you may be asking us about here in terms of what could we draw from this if we cannot have the whole thing, what portion would we feel would be most important. So I am addressing this here in terms of the retraining and then the ultimate accomplishment of that would be placement, following retraining through career counseling which will serve to lower the unemployment and food stamp lines as well as place back in our work force persons who want and need to work, not only for monetary—economic reasons, but also for the acquisition and/or maintenance of a positive self-image. The latter is necessary for self-fulfillment, one of the purposes of this act.

Mr. Chairman, I think this makes our act very unique among acts which come before Congress.

The crime rate as well as unemployment should drop when persons are constructively, productively, and positively occupied in careers which are relevant and meaningful to the individual's talents and abilities. The results will be felt collectively by our Nation and the rest of the world.

Through programs for retraining professional counselors who provide guidance and counseling over the life span, the investment, as would be authorized through this act, in our human resources rather than in industry, business, government, foreign aid, and so forth, will serve to offset our increasing economic distress more than any other authorizations which the 94th Congress can make.

At this point, I would like to point out in the U.S. News & World Report issue of April 14, I believe it is, I noticed an outlook on key issues in Congress. As I read those, Mr. Chairman, I saw none which spoke directly to the human resources as a means by which to relieve the economic distress in our country.

Let us begin investing more in persons, human beings, rather than things; let us de-industrialize, if necessary.

Our national budget should reflect greater emphasis on utilization of our vast human resources through such grants as are provided for in part B, section 211, of H.R. 3270. The 16 purposes stated therein are crucial to our children, youth, and adults in assuring that the whole educational system of this Nation is more worthwhile because of the career choices and decisions of our people.

This act provides for a developmental approach through programs and delivery systems. An example of such a very successful approach can be seen in the "Mesa, Ariz., Approach to Career Guidance, Counseling, and Placement." Dr. Gysbers, one of our testifiers today, serves as one of the national advisory consultants for the Mesa approach and can speak quite knowledgeably on the accountability of this project.

This act further provides for and assures cooperative efforts among all agencies providing services through career guidance and counseling programs. This kind of approach is economical and will cause less waste of time and effort as we work cooperatively together. Effective career guidance and counseling programs and services are going on in our Nation as previously pointed out. However, only a small percentage of our children, youth, and adults are being affected. Therefore, a national thrust through organized, well-planned, and implemented programs will serve large proportions of our population.

Research studies are cited in the testimony of my colleagues here today which indicate the desire as well as the need expressed by persons of all ages for assistance in career decisions. However, minority groups continue to have the greatest need as indicated by studies of racial, economically depressed, ethnic, and female groups, in terms of lifetime employment. Awareness of career opportunities stands high on the list of their needs. Those who counsel these persons must have the awareness of career opportunities in order to provide adequate career guidance and counseling. Thus the need for retraining for those who are already there.

Career guidance and counseling is more than just providing information; that is, hands on experiences, field trips, employment while still in school. An example of a career education project in my own school system, Apex project, encompassed the above provisions and opportunities and had guidance and counseling at the core of the project. This project involved the entire community and grades kindergarten to 12 in the Apex district. Unfortunately, the funding was not renewed in order for the project to mature.

It raised the level of awareness of the people of that community, those students involved in the vertical program were placed in the jobs immediately after high school; however, this program was funded for only 3 years and unfortunately was not able to mature.

Mr. ANDREWS. May I interrupt at that point, do I understand correctly? I am relatively new at all this, this is the first time this bill has been before the committee since I have been a member.

Mrs. KNOX. This is a new bill.

Mr. ANDREWS. Do I correctly understand that in the act as it now exists and has for a number of years during which the Apex project was both begun and terminated, do I correctly understand the act, during this period of time, has provided certain moneys for career and counseling to the States and that the States in turn determine whether to establish, for instance—in this instance, specifically, the Apex project—whether and when to terminate it rather than the Congress; is that not—or HEW; is that not correct? So this criticism should be directed, should it not, at those who made the decision in Raleigh, rather than here, if it be criticism, I take it would be light criticism?

Mrs. KNOX. I will try to address that, sir, although I may not give the correct answer and the distinguished lady from the State staff in Raleigh behind me may correct me. In part, I would say that is true because this was funded by more than one source and it had to be totally funded in order to continue.

Would you like to speak to that, Mrs. Lennon?

Mrs. **Lennox**. Yes, I can speak to that.

In speaking to that, I refer to the initial question as to allocations being made to State agencies and further allocation of those funds to local educational agencies. Yes, that is true; the money was allocated to the State of North Carolina, and the Apex project is one of those, and Wilkes County is another one of those, and you remember very, very clearly that the amount of funds, the amount that was appropriated was really only enough to try to do in some depth only a very minimal number of projects and, of course, local units can't pick that tab up.

Mr. **Andrews**. I don't believe your funding for this purpose was reduced after the institution, after the so-called Apex project. Hence if it were terminated, I don't believe its termination was related to any Federal act or reduction of funds. I do know, though, there was known not to be enough money to sustain any appreciable number of some pilot. Nevertheless, I don't believe the funding was reduced after the Apex project was instituted; hence if it was terminated, it was terminated not by any lack of support by Congress, rather than a local decision and perhaps a wise one. I wouldn't know as to that.

Dr. **Herr**. Let me make one other quick observation. I think that questions that we are dealing with in part will be dealt with in Dr. Gysbers' testimony.

The overall principle perhaps is the one of permissiveness at the State level; permissiveness in many of the legislative packages in which guidance and counseling or some definition thereof can be dealt with in projects, but is not seen as central to projects and this is a local dimension, so the question of permissiveness versus somewhat more stringent requirement, if you will, for recognition, I think is the issue.

I think Professor Gysbers will talk to that.

Mrs. **Knox**. Perhaps the next paragraph of my testimony may seem redundant in terms of the question you have asked. However, since NDEA was according to my understanding the longest funded, federally funded educational program to have had greater impact on education across the Nation and has left its imprint in terms of continued staffing, picked up by local and State funds, I suppose I am speaking to that in a way federally, but if it is funded long enough, and if within the design of the act there is an assurance that the State educational agencies will continue funding a project long enough for it to mature to the degree that it would be continued by local funds or State funds or both, then I would say the relevancy of it here.

Mr. Chairman and committee members, education is afflicted with such examples as the Apex project and other programs to which we give birth and nurture to varying degrees but never to maturity. Thus, we continually abort programs and projects due to lack of continued appropriations—local, State and Federal on which we must depend for providing education growth and development.

It appears that education cannot withstand this continued abortion and thus it is even more incumbent upon our local, State and Federal Governments to support the total life development programs and services on a long-term basis, such as this act being addressed here today.

Just as we support recycling "things," let us see the rationale for recycling our valuable human resources.

This opportunity to share with you our needs and concerns is greatly appreciated. We sincerely request your favorable consideration. If you need additional information, we will be pleased to provide any you may find useful in your deliberations.

Thank you.

Mr. Andrews. Betty, I thank you very kindly and you know I and others are very proud of what you accomplished, not only as a counsellor but as a distinguished representative of so many distinguished counselors and teachers throughout the Nation and State. We are very proud of you. Keep up the good work. We are looking forward to working with you.

Mrs. Knox. Thank you very much. We appreciate the support you have given us in education.

Mr. Andrews. May I transgress, some days ago we had a discussion here as totally unrelated to anything that has been said, but it is related to your ultimate purpose, and I was trying to relate to someone that in 1969 or 1971, I couldn't remember which, when I was a member of the North Carolina General Assembly, a bill was introduced which provided for legally mandated confidentiality between counselor and student and so forth and I told a group of people here that it passed and that the counselor, this counselor—student relationship became comparably protected as is the case with the minister, priest or what have you and the parishioner or the lawyer-client or doctor-patient. Am I correct in that it was introduced and considered. I voted for it. I thought it passed.

Mrs. Knox. It was introduced in 1969. It didn't get out of the Senate subcommittee, Judiciary, I believe, in 1969, it was not because it was unfavorable; it was because we needed to make it stronger on behalf of our clients, those whom we serve. That is why we asked for that privileged communication act. In 1971 it was reintroduced and it did pass and we are very proud of that particularly in view of the difficulty such a similar bill has had in several other States in our Nation and this is one of the priority areas of what we call government relations in the American School Counselor Association, is working on privileged communications acts so we do have that in the State of North Carolina. It is designed very much like that of attorneys and physicians and so we are the only people who worked in the field of education who have that kind of protection for those whom we serve.

Thank you.

Mr. Andrews. That ultimately grew into, and I will get back off of that and look forward to hearing from you, Doctor, that grew into some consideration of perhaps placing in either the chairman's initial act or this one or somewhere, some requirement from the Federal level that the recipient agencies somehow or other, I don't know how we could mandate that, even if it be wise. I don't know how we could, make a State who becomes a recipient of such funds, perhaps first show evidence of having provided such privileged communication between the counselor and the student. I don't know that I would even favor that. I would favor the States doing it. I don't know whether inasmuch as that is perhaps as much public policy as educational policy, I guess that could be subject to quite a debate. But to say the least, there is room for considerable contention that that is a matter of public policy, including obviously educational decisionmaking but it goes perhaps beyond that into a broader community concept of where is the parent in such a role, where is the, perhaps, the minister in such a role or where is the police officer in such a relationship or the cohort and so forth.

I don't know that I would favor that. I think it would be worth considering.

All right.

Excuse me for digressing.

Dr. Gysbers.

Mrs. Knox. I would like to note that in one of our newsletters, Mr. Chairman, of the American School Counselors Association about a year ago we had a report where we surveyed the States on the privileged communication and at that time, we had 16 States which had privileged communications statutes existing on the books. We had—somewhere it was pending, and we cite those and those where efforts failed and then where plans were being developed or were under study, and we had only 3 States who did not respond at all in terms of having done or doing anything in terms of this. I think you made a very good point there in terms of privileged communications and how this would affect the role as well as the work of the counselor in whatever setting he or she finds it.

Mr. Andrews. That in itself, 16 States, is quite an accomplishment. I recall, maybe I am in error, I believe we inherited privileged communication concept as to only 3 relationships from the common law of England, really. Their being the minister or counterpart in whatever religion, the doctor and the lawyer, and that in our some 200 year history only one other has been added, that being in these 16 States at least the counselor-client, as I guess you call them, relationship. That in itself is quite a distinguished achievement for your particular profession.

Mrs. Knox. Thank you.

May I enter this for part of the record?

Mr. Andrews. I wish you would, inasmuch as it does relate to things previously considered and now really under consideration.

[The document referred to is in subcommittee files.]

Dr. Herr. I think the State of Kentucky has done some work in that area.

Dr. Curt Phipps would like to speak to that.

Dr. Phipps. I would like to ask if Kentucky is in that statistic? We passed a communication bill in January or March a year ago, so that that is another State that may not be in there.

Mrs. Knox. At the time of our study, of course, this newsletter information goes in well over a month in advance. This was dated March 25, 1974 and yours is marked pending, so we could say 17, at least, that is the latest study I happen to have on hand. I think we have a more current study.

Mr. Andrews. Maybe you could call someone to update the newsletter you have just submitted to the committee by letter or otherwise.

Mrs. KNOX. For the record, we will provide that for you from our government relations person, yes, sir.

Mr. ANDREWS. Very good.

Dr. HERR. I would say one other thing, in terms of the family rights and privacy, our legislation our privileged communication person will be glad to assist you in any way that we can in terms of providing that material or any other subsequent testimony in that regard.

At this point, then, may I introduce to you, Dr. Norman Gysbers of the University of Missouri.

STATEMENT OF DR. NORMAN C. GYSBERS, COUNSELOR EDUCATOR AND PROFESSOR OF EDUCATION, UNIVERSITY OF MISSOURI-COLUMBIA

Dr. GYSBERS. Thank you, Mr. Chairman.

I am Norman C. Gysbers. I have been an elementary and secondary schoolteacher, a counselor, and director of guidance. Presently, I am a counselor educator and professor of education at the University of Missouri-Columbia. Professionally, I have been editor of the Vocational Guidance Quarterly, president of the National Vocational Guidance Association, and have conducted a number of national projects on career guidance, counseling, and placement. I deeply appreciate the opportunity to meet with you today to share my views on career guidance in general and the Career Guidance and Counseling Act of 1975, H.R. 3933, in particular.

In sharing my views with you I will briefly draw your attention to the needs of all youth and adults for career guidance and counseling as well as provide you with information about several career guidance and counseling programs already in operation which, in my opinion, are exemplary of the types of programs which could emerge throughout the country if the Career Guidance and Counseling Act were passed and fully funded. In addition, I will focus specifically on the act itself and will offer perfecting suggestions to improve, extend, and expand it so that the career guidance and counseling needs of all youth and adults can be met.

In presenting my views to you, it is necessary that you understand how I define the word career and why I use it with the word guidance. The traditional view has as its major focus, one aspect of an individual's life—the occupational role. To meet the challenges of today and tomorrow, this traditional view must be broadened to include the individual's total life development. While the occupational role is extremely important in the lives of individuals and full attention must be focused upon it, it cannot be viewed as something separate from the other roles (student, citizen, family member), settings (home, school, community) and events (entry job, job change, retirement) of a person's total life. And, in fact, if it is viewed from this broader perspective, the occupational role is better understood and facilitated.

That is why the word career is used in career guidance. The word career focuses on all dimensions of life, not as separate entities, but as interrelated parts of the whole person over the life span. When viewed in this manner, career guidance becomes a common link among schools and public and private agencies and organizations seeking to serve all youth and adults so that duplication and waste of programs and services can be avoided.

Youth and adult needs.

At this point, somebody could legitimately ask, what are the career guidance needs of youth and adults? Have these needs been identified? Answers to both questions are abundant in the literature. For example, staff members of the American college testing program recently completed a nationwide study in which they asked students about the status of various aspects of their career development and needs.

> One of the most striking findings of this study is the apparent receptivity of students toward help with career planning * * * more than three fourths of the nation's high school juniors would like such help, and the proportion is almost as high for 8th graders * * * If recognition of the need for help with career planning is interpreted as an indicator of readiness, then American teenagers would appear to be anxious to get on with their career development (Prediger, Roth and Noeth, 1974, p. 98)

In another recent study, a small but representative sample of Project Talent participants were interviewed (Flanagan, 1973). They were asked to evaluate the importance of various personal needs to their lives. They listed health and personal safety, relations with spouse, occupational role, having and raising children, and understanding and appreciating self as being important. These findings, Flanagan correctly pointed out, emphasize—

> That we should not lose sight of the fact that there are many other things important to the quality of life of students we counsel besides occupational role. Career guidance viewed from the broader perspective of life planning is a central problem for all young people.

Concurrently, it is increasingly apparent that in today's complex world, adults also have career guidance needs. Changing occupations, once considered a symptom of instability is now increasingly a norm for workers. Changes in job requirements, the early completion of families and the ability to work and study at the same time have encouraged the changing of occupations and life styles. While the career guidance needs of adults may vary somewhat from those of youth, the same basic themes emerge. Brown (1972) has done research on mid-life crises and suggested the following adult needs:

1. A need for clarification of personal resources, characteristics, abilities, motivation, interests, experiences;
2. A need for assistance in uncovering and dealing with personal and environmental factors potentially detrimental to satisfying and satisfactory functioning occupationally;
3. A need for help in planning and carrying out career development alternatives, in or out of the present occupation; and
4. A need for discovering a life gestalt which would overcome the tendency to compartmentalize life into conflicting segments.

How can we go about meeting the needs of youth and adults?

To actively counter the rapidly increasing complexities of society and the resulting intensification of youth and adult needs, career guidance must be improved, extended and expanded as an integral and central program component of education at all levels. In a recent review of national documents including Government reports and congressional testimony, Bottoms, Gysbers and Pritchard (1970) identified and classified some concerns and recommendations of a wide variety of consumers and critics of career guidance programs. One aspect of their survey is sumarized as follows:

> 1. A major recommendation found in many documents was that developmental (preventive) guidance and counseling programs, kindergarten through adulthood are needed (in contrast to only crisis or remedial guidance and counseling services) to facilitate the career development of all individuals.
>
> 2. Job placement was mentioned frequently in the references as a neglected but needed activity in a comprehensive program of guidance and counseling.
>
> 3. Many references recommended that schools should be engaged in activities to reach out to individuals who left before completing their education and/or who were not prepared for their next step. Part of such outreach efforts would include the redesigning of present home, school and community educational programs. It was recommended that guidance and counseling must be an integral part of outreach activities.
>
> 4. Concern was expressed in many of the documents about the need for follow through and linkage activities. Guidance and counseling must be expanded to include the assistance needed by individuals in entering and adjusting to their next steps educationally and/or occupationally.

It is interesting to note how well the proposed act responds to these concerns and recommendations.

What about needed future directions?

This review and other surveys of a similar nature continue to point to the need to improve, extend, and expand career guidance and counseling programs to make them sequential and systematic, early childhood through adulthood. At this point, little can be gained from concentrating on the past. What is crucial now is to discuss, recommend and implement directions and priorities for today and tomorrow.

A primary goal of career guidance and counseling should be to assist all persons to become competent achieving individuals; to maximize their potential through the effective use and management of their own talents and their environment. To aid in the accomplishment of this goal, career guidance and counseling programs must be an integral and central part of the total education-manpower-agency system—one that is identifiable and accountable. Career guidance and counseling must begin in elementary school and continue on a systematic and sequential basis through the school years including postsecondary vocational-technical and collegiate education into the many agencies and organizations that serve adult populations. To accomplish this, career guidance and counseling must be required by legislative provision. This is in contrast to the view of some that career guidance and counseling is an ancillary service funded on a permissive basis.

I think that in part answers the question that was asked just a minute ago. We are suggesting that it must be required by legislative provision, not simply made permissive.

Career guidance and counseling programs and processes focus on assisting all individuals in the development of self-knowledge and interpersonal skills, in obtaining life career planning competencies, in identifying and using placement resources and in gaining knowledge and understanding of life roles, settings and events, specifically those associated with the worlds of family, education, work, and leisure. Individuals, their feelings of control over their environment and their own destiny, and their relations with others and institutions are of primary importance in career guidance and counseling.

The procedures for implementing career guidance and counseling programs must be based upon the nature of the populations and situations of a particular setting. First, the career guidance needs of the population(s) to be served must be stated and assigned some priority. Second, measurable objectives must be written and program activities and resources must be matched to the achievement of these planned objectives. Finally, evaluation procedures must be established and applied and the results used for continual career guidance and counseling program improvement.

The needs, goals, objectives, and evaluation approach to career guidance and counseling programing provides a way of assigning specific career guidance functions, responsibilities, and accountabilities to the various personnel involved in a particular work setting.

This approach should reduce the possibility of misinterpretations arising concerning who does what and when. This is important since some individuals overlook the difference between the functions of career guidance and the functionaries who carry out specific career-guidance activities.

A clear understanding of this point is necessary because often the term career guidance is used to describe a body of content or activities in which all educational and cooperating agencies personnel participate, while at other times or even at the same time, it is still used by some as a title to describe the occupational functions of only the professionally prepared counselor. To counteract such confusion, a clear distinction between guidance functions and guidance functionaries must be made.

The career-guidance functions and responsibilities of professionally prepared counselors as well as all other educational and agency personnel who have career-guidance functions and responsibilities, need to be clearly stated.

In a recent article, Gysbers and Moore (1972) suggested an approach to accomplish this goal. This approach is based on the kind of contact various personnel may have with their clientele—direct, shared, and indirect. Using the needs-goals-objectives-evaluation process to determine the nature of the career-guidance activities for a particular setting—school, agency—all personnel in that setting as well as those who are to cooperate with that setting would be assigned specific career-guidance functions and accountabilities. The nature of the setting and the population of that setting would determine the career-guidance processes to be used. Some settings will dictate the use of more short-term, immediate, problem-solving career-guidance processes. In other settings, developmental processes are more appropriate. Personnel in most settings, however, will find that a combination of developmental and immediate problem-solving career-guidance processes will be required. In any event, the type of career-guidance processes used in a particular setting will play a part in who is assigned what functions and responsibilities.

To assure the success of career guidance programs, it is necessary to fix responsibility for program coordination and leadership. Professionally prepared counselors should be assigned this responsibility in addition to the specific direct, share, and indirect career guidance operating functions they may carry out in working with and for the clientele of their setting. In this capacity, professionally prepared counselors will directly assist their clientele to reach their goals as well as making sure that the overall career guidance program is planned, operated, and evaluated in a systematic and continuous fashion.

Changes in present practices: New and emerging career guidance programs.

During the past several years, improved and extended career guidance programs have begun to emerge across the country. Such programs are the result of the dedicated leadership of counselors, State Department guidance consultants, counselor educators, and the few remaining guidance specialists in the U.S. Office of Education—in fact, it is my understanding that not a single person with a position description and title explicitly assigning career guidance counseling and placement functions and responsibilities currently is employed in the U.S. Office of Education. Most of these programs are supported with Federal and State moneys either from title III ESEA or from the Vocational Education Act of 1963. Some are national in scope while others focus on specific populations in local communities.

NATIONAL CAREER GUIDANCE, COUNSELING, AND PLACEMENT PROJECT

From July 1, 1971, until December 31, 1974, I was privileged to serve as director of the national career guidance, counseling, and placement project conducted under VEA discretionary funds available to the Commissioner of Education. The project's purpose was to assist each State, the District of Columbia, and Puerto Rico to develop preliminary home-school-community models and guides for developing and implementing improved and extended career guidance, counseling, and placement programs in local school districts. The major results of the project were as follows:

1. The development of 44 preliminary State models and guides for career guidance, counseling, and placement.
2. The involvement of all 50 States, the District of Columbia, and Puerto Rico in some phase of the project—guide development, participation in the National Training Conference, the dissemination of exemplary career guidance, counseling, and placement materials and/or consultative assistance.

In addition, through a followup survey of the States conducted in the fall of 1974, additional project impact was determined to include the holding of numerous conferences and seminars at State and local levels as well as developing curriculum and audio-visual materials. For a more complete report of this project, an executive summary is provided for the record.

With your permission, Mr. Chairman, I would like to submit for the record a copy of the executive summary of that project.

Mr. ANDREWS. Very good. Thank you, Doctor.

[The document referred to follows:]

EXECUTIVE SUMMARY—NATIONAL CAREER GUIDANCE, COUNSELING AND PLACEMENT PROJECT

WHAT WAS THE PROJECT'S PURPOSE?

To assist each State, the District of Columbia and Puerto Rico to develop preliminary State-tailored, home-school-community models/guides for developing and implementing improved and extended career guidance, counseling and placement programs in local school districts.

WHAT WERE THE PROJECT'S OUTCOMES?

1. The development of *44* preliminary State guides/models for career guidance, counseling and placement.

2. The involvement of all *50* States, the District of Columbia and Puerto Rico in some phase of the Project—guide development, participation in the National Training Conference, the dissemination of exemplary career guidance, counseling and placement materials and/or consultative assistance.

WHO WAS INVOLVED IN THE PROJECT?

The 50 States, District of Columbia and Puerto Rico.
University of Missouri-Columbia.
National Steering Committee.
U.S. Office of Education—Bureau of Occupational and Adult Education.

WHEN DID THE PROJECT TAKE PLACE?

July 1, 1971 to December 31, 1974.

HOW WAS THE PROJECT'S PURPOSE ACCOMPLISHED?

To accomplish the Project's purposes, consultative, technical and financial assistance were provided as needed to the States, the District of Columbia and Puerto Rico.

Consultative and Technical Assistance

1. A National Training Conference for key State leaders in St. Louis, Missouri, January 10–13, 1972.

2. The use by States of Project Staff, National Steering Committee members and recognized national and State leaders in career guidance, counseling and placement.

3. Visits by the Project Director and his staff to units of State Departments of Education and state workshops and conferences dealing with project concerns.

4. The dissemination of carefully selected, exemplary career guidance, counseling and placement materials and resources at the Training Conference as well as throughout the duration of the Project. Included in these materials were two documents for use especially prepared by Project Staff, Steering Committee members and several special consultants.
   a. The *Program Content and Operations Manual* used at the National Training Conference, and
   b. *Elements of an Illustrative Guide for Career Guidance, Counseling and Placement* which was distributed to the key State leaders in the Spring of 1974.

5. The dissemination of a Project Newsletter.

6. Visits by key State leaders to Project headquarters for consultative assistance and the review of exemplary career guidance, counseling and placement guides, models and resources.

7. Active participation on the program of a National Conference on Career Guidance, Counseling and Placement conducted by the Missouri State Department of Education in February, 1974 under a contract with the U.S. Office of Education.

8. Active involvement of the National Steering Committee in all phases of the Project.

Limited financial assistance

The Project provided limited financial assistance to States at critical points of need to supplement State moneys for the purpose of conducting workshops, consultative assistance, model-guide writing and editing and necessary and key materials acquisition.

ADDITIONAL PROJECT IMPACT

Selected follow-up data from 40 States shown in Tables 1, 2 and 3 reveals substantial impact (beyond the development of preliminary State guides/models—the main purpose of the Project) that the Career Guidance, Counseling and Placement Project had at the State and local level. The follow-up was conducted during the months of August, September and October of 1974.

Table 1.—State and local meetings held and advisory Committees formed

Workshops/seminars/conferences:	
Number held	926
Numbers of persons involved	40, 787
Advisory committees formed at State and local levels	188

Table 2.—Impact on Professional staff, programs, and special populations

[Number of States reporting impact]

Type of staff/program:	
Counselor educators	31
State staff:	
Vocational education	31
General education	20
Administration	24
LEA staff:	
Administrators	22
Teachers	27
Counselors	26
Board of education	20
Certification standards	14
Increased communication:	
State staff and LEA staff	27
Counselor educators and Counselors	23
Counselors and teachers	26
Increased emphasis on career guidance in State/Federal projects funded within the State:	
ESEA III	24
State-funded projects	13
VEA	19
NIE	4
Career guidance of special populations:	
Special education	20
Blind	4
Deaf	3
Adults	13
Returnees	5
Minorities	10
Women	12

TABLE 3.—STATE PLANS FOR THE FUTURE

	Number of States	Number workshop or products	Number people
In-service:			
Curriculum workshops	22	105	2, 800
In-service training	34	244	5, 400
University courses	20	37	500
Advisory committees:			
Increased use	18		
New functions	15		
Product development:			
Curriculum/guidance units	19	1, 820	
T.V. programs	8	1, 150	
Films	13	140	
Tapes	11	55	
Booklets	12	1, 030	

SOME FINAL POINTS

By design and operation the National Project did not set out to develop a single model for career guidance, counseling and placement to be adopted by all States. Instead, the Project focused on model building; on how States could develop and implement a career guidance, counseling and placement model built on their own State and local needs using State and local resources. A good example of this focus was the organization and content of the National Training Conference held in January of 1972. The program was designed to provide the State teams with the knowledge and skills to develop a State guide. In essence, it modeled the processes of guide development and implementation they could follow when they returned home.

In addition, the National Project anticipated the current movement in career guidance, counseling and placement toward the use of goals and objectives and provided leadership to the States in how to plan, structure, implement and evaluate comprehensive, developmental career guidance, counseling and placement programs from early childhood through the adult years. As a result most States and many local school districts are beginning to develop and implement career guidance, counseling and placement programs and activities based on the preliminary models/guides they developed through the Project.

Finally, the Project's method of combining consultative, technical and financial assistance in meaningful ways for the States should be examined for use in other projects. Because of the relationships that were developed between Project Staff, the U.S. Office of Education Project monitor and the key leaders in the States, the various forms of assistance available through the Project could be applied at critical points to supplement existing State resources to maximize impact.

DEVELOPMENT CAREER GUIDANCE PROJECT

This project was conceived and initiated in 1964 by Dr. George E. Leonard of Wayne State University. Its purpose was and is today to demonstrate that (1) children from lower socioeconomic areas can develop more realistic occupational aspirations, (2) that these aspirations are a function of their self-concept, (3) that self-concepts can be changed by curricular implementations and available guidance personnel, (4) and the entire motivational tone of the student body can be affected positively by organizing subject matter around the vocational implications of that which is being taught. Ten project schools (K–12) on the east side of Detroit with a total student population of over 17,000 were involved.

The continuing results of the project are impressive and substantial. They include:

1. The level of aspiration of students in experimental schools has increased significantly more than of students in control schools at all levels.
2. Students in experimental schools have shown more growth in regard to occupational knowledge and planning than students in control schools.
3. The students in experimental schools have reexamined their value structure significantly more than students in control schools.
4. Students in experimental schools have shown a more acceptable attitude toward counselors than students in control schools. Interestingly, there has not been a significant change in perception of school.
5. Students in experimental schools have perceived a greater need for professional help.
6. There has been a significant decrease in school dropouts and a significant increase in students going on for further education of all types.

With your permission, Mr. Chairman, I would like to submit for the record a summary of that project the "Developmental Career Guidance in Action: Success Story" projects.

[The document referred to placed in subcommittee files.]

Mr. ANDREWS. Could you just briefly elaborate how do you distinguish an experimental school from a control school?

Dr. GYSBERS. In this case, sir, the study was done where they selected those schools that were involved with the project that received the treatment—the activities and processes. They matched those carefully with schools that received none of the treatment, the control schools, and then did the comparison and they found that the experimental schools had significantly higher aspirations and so forth as those brief findings reflect.

Dr. HERR. Sir, it might be worthwhile to mention the control schools are typically schools which have a regular program. They are not programs influenced by some special treatment effect as this would be.

Dr. GYSBERS. Mesa, Ariz., comprehensive career guidance program.

In 1972, Mesa, Ariz., public schools initiated a project to plan, implement, and evaluate a developmental career guidance, counseling, and placement program with part D funds of Public Law 90–576. The purpose of the project was to change the guidance program in Mesa from an administrative/crisis orientation to a developmental comprehensive program based on the needs of students. Substantial progress continues to be made in this direction. The details of the project and its progress can be reviewed in a document "Toward Accountability: A Report on the Mesa Approach to Career Guidance, Counseling, and Placement," which for the record, Mr. Chairman, I would like to submit the brochure "Toward Accountability, A Report on the Mesa Approach to Career Guidance, Counseling, and Placement."

[The document referred to placed in subcommittee files.]

Career Guidance Program, Hood River, Oreg. (Jones et al., 1973).

This program is an integral part of the total school plan. The overall purpose of the program is to aid students in establishing realistic goals by providing necessary guidance and activities to carry out a flexible and individualized total school plan. Success of the program stems from the facts that the curriculum is totally clusterized with 17 career clusters; progress with the curriculum is based on demonstrating achievement of performance objectives written for modules of the 17 career clusters; and all staff members, including the administrators, counselors, and teachers, receive special training in the area of guidance and are responsible for guiding students through their career cluster requirements.

Kimberly guidance program, Kimberly, Idaho (Jones et al., 1973).

This program is an example of the type that can be implemented in a small, rural school district. Teachers aid the one counselor by including career development units in their courses. The main goal of the program is to develop a model of a guidance program to serve students in grade K–12 that is developmental in nature and includes all aspects of the school.

Job development program, Cleveland, Ohio (Jones et al., 1973).

This is an alternative program offering guidance and placement assistance to students seeking employment on completion of high school. The program emphasizes: (1) guiding students to make decisions about their career goals, (2) assisting students to develop and maintain basic skills needed for their career choices, and (3) finding jobs for all graduates at the job-entry level. Success of the program stems from the fact that there has been an increased commitment of surrounding industries to helping the program achieve its objectives.

Baltimore placement and follow-up program (Jones et al., 1973).

This program is unique in that it serves all students in the city's public secondary schools. It is available both to graduates and to those who drop out; the service may be used by a graduate or dropout for as long as 1 year after he leaves school. Information about various work roles is provided through visiting speakers, class discussions and instruction related to job interviews and applications. The goals of the program are to place students in jobs that are compatible with their abilities and interests, and to coordinate students' work-study experiences in school.

Career Guidance and Counseling Act of 1975.

The presentation and discussion of a number of career guidance programs in the previous section was provided to illustrate the fact that new and merging programs are being initiated across the country to meet the career guidance needs of all individuals.

It is obvious, however, that to meet these needs, substantial additional efforts must be made to improve, extend and expand current career guidance and counseling programs and practices. The current act, H.R. 3993 (3270) has the potential to do just that if it is passed and fully funded. To that end there is a need to examine the act in its present form to underline and reinforce its importance and potential.

The potential: The Career Guidance and Counseling Act of 1975 has the potential of consolidating and coordinating career guidance programs and services within and among all institutions, agencies and organizations which provide such programs and services; to provide the necessary linkages to avoid waste and duplication. The act has the potential to accomplish this because it is structured around career development theory and practice which is based on a life long developmental emphasis, not just for some people, but for all individuals. The focus is on all individuals from early childhood through the adult years.

In addition, the principles and assumptions upon which the act are based clearly call for comprehensive, developmental programs and services of career guidance, counseling and placement. The challenges of today and tomorrow will no longer permit fragmentation of career guidance, counseling and placement programs and services. There is an urgent need to bring it all together; to bring to bear the expertise of many thousands of guidance and counseling personnel to meet the career development needs of all individuals. The Career Guidance and Counseling Act of 1975 has the potential to do just that.

Specific recommendations:

To reach the full potential of the act there is a need to examine it in its present form to underline and reinforce its importance in general and a number of key elements in particular. There also is a need to provide some clarifying and perfecting suggestions concerning the act. Thus, the following specific recommendations are offered. They are not listed according to any priority. Instead they will follow the general outline of H.R. 3993 (3270).

1. Section 101 (a)(6)(c): It is important to reinforce the emphasis of the act on the development of all human talent including the talents of women, minorities and the handicapped.

2. Section 101(b)(2): The development and dissemination of occupational information for the promotion of understandings of occupational options among individuals served should be based on realistic national, State and local labor areas.

3. Section 101(c): The word "public" before school should be deleted wherever it appears in the act.

4. Section 103: The establishment of an Office of Career Guidance and Counseling is a must to accomplish the purposes and intent of the act. For this office to function effectively, however, will require adequate leadership staff in the U.S. Office of Education and State Agencies for leadership, staff development, State and local programs development and evaluation, career guidance curriculum materials development, individual assessment methods development, and occupational orientation and exploration material and activity development. In addition, adequate leadership staff at Federal and State levels will be required to permit close liaison and cooperation with other agencies, governmental and nongovernmental, which have facilities, staff, interest and action potential to enter into collaborative efforts to improve, extend and expand career guidance and counseling programs and services to all individuals to avoid duplication and waste. For example, close liaison is needed with the BLS and Manpower Administration of the U.S. Department of Labor because they are presently developing a nationwide occupational information delivery system which includes a program designed to produce occupational estimates and projections at national, State, and local levels for us in career guidance and counseling and in the planning of educational programs.

Finally, and most important, the leadership staff for career guidance and counseling at all levels—Federal, State and local—must be significantly involved in making the policy and management decisions which their leadership and work efforts are expected to implement.

5. Section 105: This section provides me with the opportunity to elaborate upon several of the definitions to hopefully clarify and perfect them.

(2) Career development: To add an additional dimension to the present definition of career development it may be useful to refer to it as the total constellation of psychological, sociological, educational, physical, economic, and change factors that combine to shape the career of any given individual.

(4) Career guidance: I feel it is important to emphasize in context of the present definition of career guidance in the act that career guidance should also be understood as a comprehensive, developmental, identifiable, and accountable program responsible for assisting all individuals in developing positive self-concepts, effective human relationships, decisionmaking competencies, knowledge and understanding of current and potential roles, settings and events, especially those associated with family, education, work and leisure, and placement competencies to aid them in the transition from one setting to another. When defined in this manner career guidance is an integral and central, but specifically identifiable and accountable, part of the total continuing educational process. It also is important to understand that by design and operation, through the curriculum and through specialized approaches, career guidance and counseling programs systematically organize and conduct such career guidance processes and activities for individuals such as orientation, exploration, information, appraisal, counseling, placement, followup, followthrough, referral and outreach, and for program improvement such as policy and planning re-

search and evaluation, staff development and career guidance curriculum development.

(8) Counselor: In December 1974, the APGA board of directors adopted a position statement on the role of the counselor in career guidance. In March 1975, the position statement was adopted by the APGA Senate. This makes it an official statement of the association. Since it can further clarify and elaborate upon the definition of counselor I am submitting a copy of it for the record.

Mr. Andrews. Thank you very much. Very good; without objection, it will be included in the record.

[The document referred to follows:]

Career Guidance: Role and Functions of Counseling and Personnel Practitioners in Career Education

The Association recognizes that the methodologies employed in career education vary in focus, scope and magnitude. The Association endorses comprehensive career education activities centered upon career development that integrate the participation of educators with that of business, industry, labor and community personnel. This approach views the work and human development resources available in the broader community as important components of career education.

The American Personnel and Guidance Association recognizes and supports the concept that role statements can be formulated most appropriately for individual practitioners employed in specific settings. Thus, it is not possible or appropriate to formulate universal statements about their career guidance role in career education that are highly specific and/or restrictive.

The practitioner's assumption of an active career guidance role in career education programs is vital. The following set of counselor role statements is endorsed by the American Personnel and Guidance Association as appropriate and necessary for the conduct of career education in any setting.

1. *Provide leadership in the identification and programatic implementation of individual career development tasks.*—The Association supports career education that is organized around identified career development tasks facing individuals over the life span.

2. *Provide leadership in the identification, classification and use of self, educational and occupational information.*—The crucial importance for comprehensive collection, careful organization and appropriate use of such information is affirmed here. Additionally, the Association supports practitioner efforts to share such information with other personnel who are participating in career education programs.

3. *Provide leadership in the assimilation and application of career decision making methods and materials.*—The Association supports practitioner efforts to involve other personnel in the use of career decision making strategies.

4. *Provide leadership in eliminating the influence of both racism and sexism as cultural restrictors of opportunities available to minority persons, females, and others who may be affected.*—The Association views career education as a vehicle for use in the human rights movement and believes the career guidance practitioner represents the most appropriate person to provide leadership and direction in this effort.

5. *Provide leadership in expanding the variety and appropriateness of assessment devices and procedures required for sound personal, educational and occupational decision making.*—The Association recognizes the need to use a wide variety of simulation and experiential activities as career assessment procedures to supplement the more traditional individual appraisal procedures. The career guidance practitioner is the professional qualified to guide the development and utilization of such procedures in the total career education process.

6. *Provide leadership in emphasizing the importance and carrying out the functions of career counseling.*—Protection of freedom of choice for the individual rests upon self understanding as the basis for educational and occupational decision making. Thus the crucial importance of counseling, individually and/or in groups, is viewed by the Association as a fundamental element in

the formulation and operation of career education. The necessity for professionally prepared career guidance practitioners being assigned primary responsibility for counseling is asserted here.

In addition to these six inseparable leadership roles, career guidance practitioners should be active participants in several other key career education activities. Whether viewed in a leadership or a participatory sense, it is essential that these specialists be actively involved in the following functions:

1. Serving as liaison between the educational and community resource groups.
2. Conducting career guidance needs assessment surveys.
3. Organizing and operating part-time and full-time educational, occupational and job placement programs.
4. Conducting follow-up, follow-through and job adjustment activities.
5. Participating in curriculum revision.
6. Participating in efforts to involve the home and family in career education.
7. Participating in efforts to monitor and assess operations and communicating the results of those activities to other practitioners and clientele as appropriate.

IMPLICATIONS FOR MEMBERS AND THE ASSOCIATION

The functions outlined above have implications for career guidance practitioners and for the Association. The changes in behaviors and practices of practitioners called for are far reaching and profound. In order to achieve such changes, massive in-service education must take place. Additionally, changes must be made in the educational programs that prepare the practitioner. Both of these efforts will require substantial investment of dollars, time, and energy. The American Personnel and Guidance Association commits itself to legislative efforts aimed at obtaining these resources.

In general, it is the Association's intent to:

1. Support career education and actively champion it at federal, state, and local levels.
2. View the career guidance practitioner as a key, pivotal professional in career education.
3. Encourage the increasing use of paraprofessional or support personnel supervised by career guidance practitioners in career education.
4. Join in efforts aimed at providing in-service education for career guidance practitioners in the area of career education. It is the position of the Association that, with institutes and workshops, practitioners employed currently can increase their career guidance competencies and understandings required for effective participation in career education. The Association does not support the creation of a new specialty called the "Career Education Counselor". It is the position of APGA that it is preferable to include an expanded career development and guidance emphasis as a part of existing counselor education programs.
5. Support efforts aimed at changing counselor education programs in ways that advance sound career education practices.
6. Endorse and pledge support to the teamwork philosophy inherent in career education and the concomitant belief that career guidance practitioners should assume active roles as team members in career education.
7. Represent career guidance practitioners as one of several kinds of professional personnel who should be seriously considered to coordinate and direct system-wide career education efforts.
8. Encourage the installation of career guidance activities in support of career education in settings that influence career development.

The American Personnel and Guidance Association recognizes the existence of the widely differing views held by its members with respect of career education. It encourages each APGA member to reflect carefully on the philosophical basis and substance of career education and to develop an individual point of view which will guide the member's professional actions in career education.

6. Section 221, (b): In this section it states that "such programs shall be based on the results of a comprehensive needs assessment which shall include analysis of geography, economics, and local employment trends." I believe the word "local" should be clarified to mean "realistic labor market areas."

7. Section 222: What follows is provided to further clarify and extend the present statements in section 222 on training requirements:

Preservice education for all individuals who will have career guidance functions and responsibilities must be improved and extended. Teachers, administrators, and individuals who are in training to become professionally-prepared counselors, as well as those preparing for paraprofessional roles in career guidance, need common experiences and opportunities to practice working together as well as training to carry out those specific functions of career guidance in which they will be involved. Particular attention should be given in preservice education to broadening the traditional behavior change techniques used by professionally trained counselors as well as to improve and extend their ability to organize and manage these skills effectively. More specifically, preservice education should prepare professionally-trained counselors to:

(*a*) Carry out individual and institutional needs assessment programs.

(*b*) Identify and state general program goals in collaboration with the consumers of the program in terms of identified needs in relationship to the situational, individual, and counselor/resource assets and constraints they find assessable in setting.

(*c*) Translate general program goals into measurable individual and program performance objectives, establish criteria for their attainment, and state the timespan necessary for their completion.

(*d*) Develop programs within the opportunities and constraints of the situation in which they will be working so that the attainment of the individual and program performance objectives will be accomplished.

(*e*) Interpret programs to educational decisionmakers, other professional staff and the community at large.

8. Section 223: Inservice education for all individuals who have career guidance functions and responsibilities including teachers, administrators, professionally-prepared counselors and paraprofessionals must be improved and extended. I think as we talked before, that is a priority issue with us. Because the tools and techniques of career guidance are continually being developed, revised, and improved, provisions must be made at Federal, State, and local levels for inservice education.

9. Section 241: In this section I feel it is necessary to underscore the importance of a national level thrust to coordinate existing career guidance efforts; that is, not only new and emerging systems of occupational information development and dissemination, but also to fit this and other strengthened components into the improvement, extension, and expansion of the total program of career guidance, counseling, and placement at all levels.

In summary, Mr. Chairman, all of my remarks today as well as those of my colleagues have underlined the fact that there is a critical need for a clear and substantial national priority that administers a systematic, comprehensive and developmental program of career guidance, counseling, and placement to meet the needs of all individuals. It is time now to bring our efforts all together.

Thank you for the opportunity to present my views to you about the career guidance needs of youth and adults and to offer recommendations concerning ways to meet these needs through expanded and improved career guidance programs from early childhood through the adult years. I would be pleased to respond to any questions you may have concerning my presentation.

Mr. ANDREWS. Thank you, as well, Dr. Gysbers.

Dr. HERR. Simply, sir, this completes our official testimony and we very much appreciate your interest, your attention. If we can answer any questions for you, we will try to do that incuding our resource people that are here.

Mr. ANDREWS. Very good, Dr. Herr.

We again thank you. Our very distinguished member of this committee and subcommittee has joined us recently, Representative Quie is by reason of his tenure on the committee ranking minority member; however, I would say that his expertise in and interest and so forth further earn him that distinguished title, and I'd like to call on you if you would care to join us here orally.

Mr. QUIE. Thank you, Mr. Chairman. You noted that a person gets to be ranking by staying around here a long time and usually that happens to people from your part of the country, but a Representative from Minnesota made it. I am glad you added that.

I'm sorry I couldn't be with you. There was a hearing on ACTION this morning which is a program for volunteers in overseas and in this country. Since it had some serious problems with it and confrontations, it was necessary for me to be there.

I was pleased to hear that you are here and provided this testimony for us. I am especially pleased that you have with you someone not listed on the witness list, Jan Morgan, from my State and Congressional District and with the south St. Paul schools. Besides, learning from the news of the superintendent's attitude toward teaching sex, I don't want to judge the school from that. South St. Paul has some tremendous professionals, and Jan Morgan is the best of all of them. They have been very helpful in giving me information on and understanding how the programs work out in the school district.

Mr. ANDREWS. Which is she?

Mr. QUIE. Jan, would you stand up?

I am not going to ask you questions about your presentation, your proposal on legislation, but just indicate that through the years as we have worked on legislation we are developing the concept of career education. The people in guidance and counseling are tremendously important individuals. I guess if I was going to say who the most important person is, I'd have to come down to the principal of the school because the person who is supervising the operation of the schools is probably the most important. No matter how good you are, if you have a dud for a principal, you have a life that is miserable.

We have had concern for years that there was not enough understanding of the career concept and have felt that individuals had guidance counselors did not have the full awareness and capability themselves in giving the guidance to the student. I have observed an enormous change in the school system, even in the last 5 years. Look at the last decade. Compare what happened in the last decade with the time before. To me it is as different as night from day. It is not only the availability because for many years there wasn't a counselor availabile for the students.

My feeling is that career education is something that had better stay a concept rather than a program, or you will separate it from what you are doing. All the programs that you are involved in have to be a part of that entire concept. I'd like to see it move in that direction. As we work now on vocational-education legislation, I think you will find that the concern for your professional capabilities probably are greater than they are in the work on any other piece of legislation. I know it plays a part in higher education or elementary or secondary education, but we don't give it as much attention there as we will in this program. That is why I think your testimony is extremely worthwhile for us at this time. I appreciate it.

Dr. HERR. Thank you very much, sir.

Mr. ANDREWS. We have some 6 or so minutes before the House reconvenes.

Is there anything further anyone present would like to add?

All right?

Mrs. SHAW. I would like to speak as the director of guidance——

Mr. ANDREWS. Identify yourself for the record.

Mrs. SHAW. Daisy K. Shaw. I am president of the New York City Bureau of Education and Vocational Guidance and also legislative cochairman of the Florida Directors of Guidance.

You make reference to the lack of funds to provide for all of our needs and refer to the fact that if you have all the cream you must have some milk. I see guidance counseling not as the cream but as an essential component of the entire process of education. I'd like to compare guidance to the compass of a ship. We would never think of outfitting an expensive ship and economizing on the compass. When we send our astronauts to the Moon, whenever one is watching on television, it is the guidance system in Houston which is directing and we feel it is counterproductive to invest so much in the education of each student and so little in the guidance which that student needs to enable him to make comfortable use of his opportunities.

Now, this problem was compounded by the increasing surfeit of choice to which Dr. Herr referred in his testimony. The curriculum is becoming ever more flexible. Women and minorities are leading directly to a wider and wider choice of occupations and yet we are not providing them with the very essential guidance and counseling which will make it possible for them to make good use of their opportunities. It is stated that the general counsel-pupil ratio is probably 1 to 500 throughout the country. We are suffering even more. Ours is about 1 to 960. There are underlying provisions of this act—not only provisions for preservice and inservice training—but above all, those provisions which are directed to the establishment of the career education and directed toward sufficient funding to enable localities to maintain such services.

Now, during the period of expanding economy in the 1960's it was logical for the Congress to appropriate funds for projects, seed money as it were, and then expect that the local and State units would pick up the tab. That is no longer possible Every large city in this country is approaching rapidly or slowly a state of bankruptcy and what is in the offering is not expansion of career-guidance services but constant career guidance and other guidance services. Therefore, we look to the Congress to give each American child that opportunity for self fulfillment to which this legislation is addressed and provide adequate funding for career guidance and counseling not as the cream in the coffee but as the essential component in our educational diary.

Mr. ANDREWS. Thank you for a very fine statement.

Of course, none of the local States are as bankrupt as the one you are addressing yourself now. None of them are over $467 million.

Dr. HERR. Before Dr. Phipps speaks, I believe Miss Shaw referred to the office of career education. I believe she meant to say Office of Career Guidance Counseling. I just wanted to clarify that.

Dr. PHIPPS. I would like to preface——

Mr. ANDREWS. Identify yourself.

Dr. PHIPPS. I am Dr. Curtiss Phipps, director of Division Guidance Services, Kentucky State Department of Education.

I'd like to preface my remarks by saying that for several years I worked in vocational education. In fact, the Division of Guidance Services in Kentucky was an arm of the Bureau of Vocation. In its beginning I was a director at that time.

Since then, I have worked as a member of the faculty at the University of Kentucky in vocational education. So I think I understand the relationship of guidance and vocational education.

I would plead for this, that there not be a division of guidance services in vocational education in any State department of education including Kentucky which we do not have. We only have one division. We have a very fine working relationship with vocational education. In fact, we have a liaison person to work with vocational. They have a person appointed to work with us. But I think career guidance and counseling should be built upon the present guidance programs or guidance division and guidance activities, regular guidance programs in the State rather than letting it be possible to develop separate guidance programs for vocational and general guidance.

The second thing I would like to say and I think repeating back to what you were talking about or responding to what you said should be priorities, I would suggest that a second priority would be in deference to Dr. Herr and Dr. Gysbers, not referring to them, I know their position, that we do some upgrading of counselor educators as a very high priority to give greater prominence to a component to career guidance and counselor-education programs.

Thank you.

Mr. ANDREWS. Very good.

Well, again, we thank all of you for having provided us much and very good information this morning. I assure you the subcommittee, ultimately the committee, will give much, much consideration not only to what you have proposed but what you said in support of it.

Thank you again.

If there is nothing further, the subcommittee will stand adjourned.

[Whereupon, at 12 noon, the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

OREGON STATE DEPARTMENT OF EDUCATION,
Salem, Oreg., March 27, 1975.

Honorable LES AUCOIN,
U.S. House of Representatives, Cannon Office Building,
Washington, D.C.

DEAR REPRESENTATIVE AUCOIN: Those of us with special interest over impending legislation regarding vocational education think that it is time to give you a brief update on the progress of both career and vocational education in Oregon. Hopefully, our experience and identification of needs may be helpful as you consider new legislation.

Our philosophy toward career education is summarized in the attached yellow brochure. The brochure also describes the career education model which we have been pursuing. The Oregon model begins in the elementary grades with career awareness; progresses to exploration in the mid-school years (generally grades 7–10); then into a preparation phase in grades 11 and 12 and then offers progression or specialization in various types of post-secondary institutions.

Oregon is one of the first states in the country to require minimum competencies in career education as one of the requirements for graduation from high school. It is also one of the states to acknowledge that the role of public education should be concerned with each individual's producer or work role. We are committed to the concept that every person should be equipped for at least entry level employment in order to insure their economic self-sufficiency. We think this philosophy is in keeping with references made in an early National Council for Vocational Education report dealing with the responsibility of the public schools to do something about the growing pool of young people with no saleable skills and with attitudes which make it sufficult for them to succees even if they do obtain a job.

At the present time, the career education and vocational education staff is proposing in its long-range planning that all individuals might benefit from opportunities to become aware of careers and to explore them. Consequently, our career education model is being expanded to incorporate these new ideas. We are concerned, also, that all of the disciplines should be made to relate to the world of work in addition to their important but traditional concepts. Career and vocational education should likewise establish for students relationships with other disciplines which will help show the relevance of those disciplines to their own career goals and objectives.

Also enclosed for your information is a mini-report of our state plan for vocational education. This report also reviews some of the progress made in career and vocational education. For example, we are now reaching about fifty percent of the elementary school students with organized career awareness activities. Our long-range goal is to reach every student. We are now reaching about fifty-five percent of the students in grades 7–10 with some career exploratory experience. Again, we hope to make available such experiences to all students. At the high school level we hope to enroll seventy percent of the students in grades 11 and 12 in broad-based vocational programs. We have now enrolled about forty-five percent of our high school students in vocational programs. In addition, we anticipate that our community college system will continue to respond to the preparatory and upgrading needs to prepare people for employment.

Our progress in reaching our goals and objectives in terms of impact on students of all ages has been greatly influenced by federal vocational funds. We are interested in the legislation now introduced. It is our understanding that the following legislation has been submitted this session: H.R. 3037, H.R. 3036, H.R. 1729, H.R. 20.

The provisions of HR3037 are essentially in line with the vocational education needs in Oregon. The proposed legislation was developed with considerable input from state leaders and, we believe, responds to their major concerns and recommendations for improvement of the current legislation. See attachment for specific comments on HR3037.

The job in Oregon is underway. We need your support to see that it is completed.

Cordially,

MONTY MULTANEN,
Director,
Career and Vocational Education.

Enclosure.

The provisions of HR3037 are essentially in line with the vocational education (and career education) needs and program in Oregon. The proposed legislation was developed with considerable input from state leaders and, we believe, responds to their major concerns and recommendations for improvement of the current legislation. HR3037 carries our recommendation and is preferred to HR3036. HR1729 and HR20 extend our current legislation. Although our present legislation has been good legislation, HR3037 does make needed improvements.

COMMENTS ON H.R. 3037

TITLE I, PART A GENERAL PROVISIONS

Sec. 102 (a)—It is our opinion that the "sole state agency" requirement is essential for equitable and efficient planning and administration.

Sec. 102 (a)—The strengthened support for the Bureau of Occupational and Adult Education can prove to be a valuable asset in developing state programs. The operation of the Bureau must, however, emphasize a "service and guidelines" approach and *not* impose extensive reporting and compliance procedures.

Sec. 106 (a) and 107 (a)—National and State advisory councils under present legislation have served a worthwhile purpose and should be continued. It is essential, however, that the state councils are adequately funded. The minimum funding level should not be less than the $50,000 specified in subsection (e).

Sec. 106—The increased emphasis on comprehensive planning is in accordance with the direction being taken in Oregon's program. Present resources do not permit the suggested level of activity. If this expanded planning effort is to be effectively implemented, the funding provision in subsection (e) must be retained.

Sec. 109—The definitions, outlining the scope of included programs, are generally in line with the anticipated programs in the State and are satisfactory.

TITLE I, PART B CAREER GUIDANCE AND EXPLORATION

The extension of program and funding to include all aspects of the career education concept as proposed in Part B is highly important to improving the effectiveness of vocational education. This entire Part is strongly supported. The freedom of each state to utilize funds in keeping with its particular priorities should be assured.

Funding to provide continuity of the career/vocational education effort from elementary through adult levels is urgent, regardless of whether or not there is separate legislation supporting some elements of career education.

TITLE I, PART C VOCATIONAL EDUCATION PROGRAM SUPPORT

Sec. 132 (a) (1)—A strong national effort in projection of manpower supply/demand is needed; however, it seems advisable to mandate participation of state educational agencies in developing and implementing the system to insure that the data provided is in keeping with state and local needs and systems.

Sec. 133 (b)—The uses indicated are appropriate except that subsection (1) (g) should not restrict use of these funds for such services and activities as teacher education, placement and follow-up, research and curriculum development, regardless of whether or not the Act provides support in other sections.

TITLE, PART D—VOCATIONAL EDUCATION PROGRAM SERVICES

The provisions of Part D are acceptable, with priority given to Teacher Education (Sec. 142) and Placement and Follow-up (Sec. 144).

TITLE I, PART E—APPLIED RESEARCH, CURRICULUM DEVELOPMENT, DEMONSTRATION PROGRAMS, AND LEADERSHIP DEVELOPMENT

The provisions and financial authorizations of Part E are satisfactory except that it is recommended that for Research (Sec. 151) and Exemplary (Sec. 153) programs the division of funds would more appropriately be on the basis of 40% for the commissioner's discretionary use and 60% for State Boards in order that the amounts available to the smaller states are sufficient to carry on a basic program.

VOCATIONAL AND OCCUPATIONAL EDUCATION

MONDAY, APRIL 14, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the subcommittee] presiding.

Members present: Representatives Perkins, Mottl, and Hall.

Staff members present: John Jennings [counsel], Charles Radcliffe [minority counsel], and Yvonne Franklin [minority legislative associate].

Chairman Perkins. The witnesses that we have this morning are representatives of the National Federation of Urban-Suburban School Districts. Go ahead.

STATEMENT OF DR. EDWARD J. ANDERSON, PRESIDENT, NATIONAL FEDERATION OF URBAN-SUBURBAN SCHOOL DISTRICTS, ACCOMPANIED BY DR. J. FLOYD HALL, PRESIDENT-ELECT; DR. BENJAMIN WILLIS, EXECUTIVE SECRETARY; WILLIAM STUDYVIN, DIRECTOR OF VOCATIONAL EDUCATION, SHAWNEE MISSION, KANS.; WARREN COLLIER, COORDINATOR OF VOCATIONAL EDUCATION, TOWNSHIP HIGH SCHOOL, DISTRICT 214, MOUNT PROSPECT, ILL.; SUZANNE GONZALES, CAREER EDUCATION, ANNE ARUNDEL COUNTY, MD.; WILLIAM ARKIN, JEFFERSON COUNTY, LOUISVILLE, KY.; DR. ROBERT CARTER, DIRECTOR OF VOCATIONAL EDUCATION, JEFFERSON COUNTY, ALA.

Dr. Anderson. Mr. Chairman, on behalf of the National Federation of Urban-Suburban School Districts, I want to thank you for the opportunity of being here with you today. We are an organization of approximately 23 school systems from around the Nation, and in our school systems there are about 5 percent of all the children attending schools in the public schools of this Nation.

There is not a city system involved in the group at the same time.

Over the years, we, as superintendents in rather large school systems, have really paid very little attention to Federal legislation, sir. We are the people who are required to provide and do our best to educate young people.

We feel, sir, that we would like to, this morning, bring to your attention some of the operating problems that the school systems have in trying to provide education for the young people in this country.

Dr. Floyd Hall who is the president-elect of the organization, is here beside me, and he will make a summary statement which will cover the work of some 20-odd people who came together from most of these school systems and spent 2 days putting together position papers, using the draft legislation which you have as a basis for doing the position papers.

Dr. HALL. Mr. Chairman, thank you for the opportunity to bring before the Elementary, Secondary, and Vocational Education Subcommittee the views of the National Federation of Urban-Suburban School Districts on the legislation now under deliberation which does deal with the vocational education in America.

The federation is much aware of the importance of vocational education as a part of the total educational program required to prepare our young people for post high school experiences.

We are very much aware of the faith and trust that parents must necessarily place with educators insofar as the future of their children is concerned. We are aware of the weight of responsibility we carry to do everything possible to equip these children in such a fashion that successful experiences in their future may be guaranteed.

For this reason then, we are grateful to the Congress, and particularly the members of this subcommittee and to you, Mr. Chairman, for the support given to vocational education.

Vocational education programs have been rapidly expanding throughout the country. Increased funding has made it possible to tailor these programs more precisely to individual and community needs.

It is estimated that 20 to 30 percent of the secondary school students today in America are enrolled in vocational education programs. Not many years ago, the figure was only about 5 percent, and too many of our students at that time were leaving school with no employable skill.

We think it quite interesting to note also that the enrollment in vocational education programs is on the increase, while the overall public school enrollment is on the decrease.

Students should be educated for work the first time around the educational cycle, rather than after completing 12 years of school or, even worse, after dropping out of school prior to completing 12 years.

Statistics from the Federation member schools indicate that 18 to 20 percent of students who enter the ninth grade do not finish high school. Some leave school because of economic hardship. These are students who must find ways to help support themselves or their families early in life.

While efforts have been made to reduce the percentage of dropouts, it is clear that these efforts must be increased. For many youngsters, vocational education work-study programs and cooperative work-experience programs are the answer. Funding of these programs must increase as educators accelerate their efforts to provide these students with a name and/or a reason to stay in school.

The job of our schools is to fully prepare every student for post-high school experiences. Each student must have, upon graduation, an employable skill or sufficient background and knowledge in specific areas to move directly into advanced programs of study.

This will require much closer harmony between public education and the commercial sector, between the schools, business, and industry.

What is being done by students on the job must be more closely tied to what is being done by students in the classroom.

Innovative techniques and approaches must be developed to provide the prehigh school student with a chance to acquire work experiences. Legislation exempting students in certain programs from labor laws concerning the minimum age may be one answer.

A way must be found to produce increased communication between colleges, universities, junior colleges, trade schools, and other agencies, and the local school system.

Machinery must be established which guarantees local school system input as higher education programs are planned, developed, funded, and implemented to assure that they are pertinent and are designed to effectively interface with programs at the local school system level.

There is, Mr. Chairman, a strong feeling among many school systems that a Federal mandated articulation is necessary

Improved communication and interaction with business and industry is needed.

A communitywide effort to assist young people and the schools in which they are enrolled to find a means of learning employable skills is required.

The increase in number of students enrolled in vocational education programs has sproduced a need for even more work-experience outlets. Tax credits and other government initiated inducements could prove extremely effective in stimulating expanded hiring of students enrolled in vocational education programs.

Statistics from federation member school systems show that cooperative work-experience programs are the single most successful effort of vocational education. From 75 to 90 percent of cooperative work-experience program graduates are successfully placed, many of them retaining the positions they held while in the program, but at a higher pay rate, after leaving school.

Another area which must be examined is that of the counseling role as it relates to vocational education. How to effectively coordinate, fund, and operationally relate the counseling function to the program which provides training in employable skills is an area demanding immediate evaluation.

Career education is a concept of continued counseling about the world of work, from the very earliest school years to the days before high school graduation.

Efforts to crystallize this concept and how it must be used as a part of the total learning experience of our students must be doubled.

In closing, I would like to emphasize the very strong feeling of the National Federation of Urban-Suburban School Districts that 60 percent of the secondary school students in this Nation should be enrolled in vocational education.

When we have enrolled that percentage and provided——

Chairman **Perkins**. What percentage did you say? Fifty, did you say?

Dr. HALL. Sixty. When we have enrolled that percentage and provided effective programs for that large group of students, we will then be within reaching distance of our goal to provide full preparation for post-high-school experiences to all of our students, and not just to those going on to institutions of higher learning.

We are grateful, as noted at the outset, for your support, Mr. Chairman, and for the support of this Congress in that effort.

Thank you.

Chairman PERKINS. Thank you for a very important statement.

Now, Dr. Willis, you told me that Dr. Edward Anderson, superintendent of Anne Arundel, was the first witness.

Dr. ANDERSON. I am Edward Anderson, superintendent of schools in Anne Arundel County, Md., sir. Mr. Chairman, we have prepared five short position papers, and let me cover those topics. We have prepared one which has to do with the State plans for vocational education.

Chairman PERKINS. Without objection, it will be inserted in the record, all the position papers.

[The documents referred to follow:]

VOCATIONAL EDUCATION ADVISORY COUNCILS

We approve the present guidelines for the composition of state council membership. These guidelines provide flexibility among the states to meet their individual differences.

The importance of local program evaluation is a subject which should be of great concern to the state advisory councils. We recommend state advisory councils be responsible for maintaining intercommunication with local councils and boards of education.

The State Board is the legal education authority in each state. The advisory council's annual evaluation report should therefore be submitted simultaneously to the Committee on Education and Labor of the House, the Committee on Labor and Public Welfare of the Senate, and state boards of education.

We recommend an appropriation exceeding $150,000.00 for state advisory councils because the proposed maximum will be insufficient for staff and other expenses, especially in the larger states.

We strongly recommend funding support for the utilization of all community resources, i.e., facilities, equipment, and people with career and technical expertise. We suggest the consideration of tax relief for businesses and industries which incur additional costs in providing vocational and career experiences and opportunities for students.

Many advisory council members understand their responsibilities to include evaluation of technical and procedural operations which often requires many years of staff training and experience. We believe a definition of advisory council roles should be included in the regulations. Such a definition should direct councils to recommend broad goals and objectives, e.g., that all students will be given an opportunity to acquire a salable skill.

POSTSECONDARY VOCATIONAL EDUCATION

At one time vocational education in the United States provided very meager offerings to meet the needs of the agrarian society. Following World War II and the change of emphasis to a more technical-industry oriented way of life, the Vocational Education Act of 1963 was passed to meet the new challenge for American education. A new day was born at this point in making provision, after the fact, for expanded vocational education. With the 1968 Amendments, funding enabled the upgrading of existing programs and implementations of new programs. This acceleration needs to continue.

Presently, approximately 40% of the graduating high school seniors are accepted and at least enter higher education. The remaining 60% of the graduates, plus the 20% of all students who drop out of school between the ninth and twelfth grades, need at least one salable skill. The most efficient and economical way to help students acquire such skills is by providing relevant opportunities through vocational education at the secondary level. Otherwise, many students will not have the resources or initiative for further training when they become adults.

First priority needs to be given to funding for vocational education at the secondary level. Funding for secondary programs should not be diluted by other programs which are not as efficient and are more costly at the adult level. Economically, it would be in the best interest of all to increase funding for vocational education at the secondary level. At the same time, funding for adult programs for training and re-training needs to be continued.

In order to prevent duplication of programs and services as well as over-training or under-training for current and emerging job opportunities, one state agency should articulate and coordinate vocational education between the various agencies in each state. At the same time, optimum use should be made of existing facilities and equipment.

Local school systems should be provided with the opportunity to contract services from higher education, industry, business and other related agencies to upgrade teaching skills, implement new programs and assist in providing services to students.

Students enrolled in recognized secondary vocational programs should be exempt from the age limit requirements of the labor law, if the students indicate proper maturity as determined by the teacher responsible for this phase of the students' work. The teacher's recommendation should be coordinated with the prospective employer and re-evaluated by both teacher and employer after the working experience has begun. Supervised student employment should include part-time work during the regular school year and full-time work during non-school months.

The State Plan for Vocational Education

There is a need to develop a more efficient working relationship between state, local, and federal agencies planning, funding, and administering vocational education programs. A way must be found to eliminate those aspects of federal interaction which serve to reduce program effectiveness and divert dollars from learning activities to ancillary activities, i.e., duplicative date collection, report preparation, monitoring and evaluation, and other administrative functions required by federal interaction.

The solution to the problem of increasing leadership in vocational education is not expanding the federal administrative role, unless the enlargement of federal responsibilities and functions guarantees more efficient, rather than more complex, federal-state-local interactions.

Our basic belief is that leadership cannot be mandated by legislation. Rather, it must be encouraged and supported through increased funding and enabling legislation. This, we feel, is the clear intent of the Congress at this time.

RELATIONSHIP OF THE FEDERAL GOVERNMENT

There is a need to receive guidance, but not direction, from the federal level in the planning and administering of vocational education programs. We recommend the avoidance of legislative language which could offer areas for future conflict, depending upon individual and agency interpretation of what is intended by the Congress. The language of any legislation dealing with these programs and establishing federal responsibilities in these areas should be very clear with regard to the function and relationship of the Federal Government, its agencies or personnel, and state and local agencies receiving federal funds. Specifically, the language should guarantee that standards, procedures, criteria and other inputs from the federal level contain sufficient flexibility and latitude to make certain that leadership in, and control of, vocational education remains at the state and local level, rather than being transferred to the federal level by the sheer weight of federal requirements attached to funding.

LEA INVOLVEMENT IN STATE PLAN DEVELOPMENT

There is a need, in terms of more efficient and more effective local operations, for a much higher degree of involvement by the local education authority in the design and development of vocational education programs and the State Plan for such programs. Future legislation should mandate such local involvement by specifically including local school systems among those agencies to be consulted in the drafting of the State Plan.

PUBLIC HEARING REQUIREMENT

The matter at hand is to create more leadership in vocational education. There is general agreement that effective leadership must include input from the local level, where the needs are. We recognize a continuing need to encourage community involvement. Therefore, the present requirement for public hearings on, and public availability of, the State Plan and attendant material should continue to be part of the law. Language of proposed legislation eliminates this requirement.

FUNDING OF VOCATIONAL EDUCATION PROGRAMS

Examined herein are specific areas of primary concern regarding funding of vocational education programs.

PROGRAM FUNDING PRIORITIES

In terms of program funding by priority, we strongly recommend that:

1. Primary emphasis be placed on the maintenance on basic vocational education programs at the secondary level.
2. The 10% and 15% set-asides for programs for the handicapped and disadvantaged be continued with a different usage of funds for disadvantaged programs.
3. Funding for cooperative work-experience programs be expanded.
4. The cooperative work-experience approach, including close supervision and tie-in to the instructional program, be incorporated into the work/study program.
5. Postsecondary programs be funded according to need as defined in the State Plan, rather than by specific set-asides.
6. Other related areas receive specific categorical funding.

PART–B FUNDS

Part B fund (VEA 1968) represent the backbone of vocational education in public schools throughout the nation. These funds need to be increased. They should be used to maintain, improve and extend existing vocational education programs and to develop new vocational education programs in secondary schools. Primary funding emphasis should be placed upon the maintenance of basic programs.

The current level of enrollment in vocational programs is 20–30% of the secondary student population. Many school system represented have set a minimum goal of providing vocational education for 60% of the secondary student population within the next five years. With the dimunition of Part B (VEA) funding, the local effort, which currently averages $5 of state and local money for each federal dollar (with as much as $10 of state and local effort in some states), would never be sufficiently high to maintain existing programs, even without adding any new programs.

HANDICAPPED AND DISADVANTAGED PROGRAMS

We recommend the continuation of the 10% grant for handicapped programs. Since vocational education could conceivably serve a student population of more than 40% who qualify as disadvantaged, we recommend the continuation of the 15% grant for disadvantaged programs, with this money being used to augment ongoing regular programs which support those students who have been identified as needing special assistance.

Funding for special programs for the disadvantaged should be continued with funds similar to those identified in Section 102b (VEA 1968).

PART–G FUNDS

The single most successful effort of vocational education has resulted from Part G-based vocational education in connection with cooperative work-experence programs for youth. Successful placement and job retention statistics support this statement in every school system represented by the National Federation of Urban-Suburban School Districts. Suburban school districts report a continued employment rate of 75 to 90% of cooperative work-experience graduates. We recommend expansion of the curriculum-based cooperative work-experience programs and the provision of tax credit incentives to cooperating businesses.

PART-H FUNDS (WORK/STUDY PROGRAMS)

The work/study program (Part H) has not been successful. Many school systems have not participated in work/study programs for this reason.

There is a need to re-examine the concept of work/study programs for vocational students to insure that students receive a thorough orientation to the world of work and cooperative supervision of the work experience by the school and the employer.

The work/study programs have kept very few youths in school and have provided students with limited meaningful experiences on the job, statistics from school systems show.

Cooperative work-experience programs, however—those in which young people hold curriculum-related jobs under supervision of teachers and employers—have been extremely successful. There is a need to invigorate the work/study effort with the cooperative work experience approach, to insure meaningful learning experiences, as well as simply employment, for participants. Tax incentives and/or other inducements should be considered for cooperating businesses and industries.

POSTSECONDARY PROGRAMS

Properly supported basic vocational education programs at the secondary level will minimize the need for some kinds of postsecondary programs. For this reason, we generally oppose a specific set-aside and vehemently oppose an increase in the existing set-aside for adult and postsecondary programs.

We recognize a continuing need for training in new and emerging occupations. The funds necessary to accomplish postsecondary programs should be allotted according to need as defined in the State Plan.

Based on current demands, enrollment in secondary vocational programs is six times greater than postsecondary enrollment. Since approximately 60–70% of the population terminates education at the secondary level, the need for employment skills looms even larger and more imperative at this level. Money presently expended for supplemental bandaid programs, such as CETA, far exceeds the cost of vocational education in public schools on a per-student basis. The successful experience of vocational education for secondary school students—even in view of the limited dollars spent—justifies the rationale for increased funding for secondary programs.

OTHER AREAS

Other categorical funding areas should include consumer and home-making programs (Part F), industrial arts (Part F), research (Part C), curriculum development (Part I), leadership and personnel development (EPDA), innovative programs (Part D), program services, demonstration programs and job placement counseling.

DISTRIBUTION OF FUNDS

In terms of the distribution of vocational education funds, we recommend:

1. Channeling all such federal funds through a single state agency.
2. Streamlining administration.
3. Incorporating a local need factor into each state's distribution formula.

SINGLE STATE AGENCY

There is a need to channel funds through a single state agency. There is general agreement that all federal monies coming into a state for use in vocational, occupational and manpower training programs, at both the secondary and postsecondary levels, should be channeled through a single agency of the State Board of Education to be administered according to the State Plan. This administrative agency should be the Vocational Division of the State Board of Education. Control of distribution should effectively prevent or eliminate duplication of effort and minimize competition between the public and private sectors for the same dollar for the same student.

ADMINISTRATION

There is a need to streamline administration. Administrative costs at the state board and local level must be controlled. Therefore, we suggest the setting of a limitation upon the percentage of federal funds which may be used for this purpose and a requirement that such funds be matched on a 50–50 basis with state funds.

LOCAL NEEDS VS. DISTRIBUTION

Equitable distribution of funds at the state level must recognize local needs. We suggest the incorporation of emphasis upon local needs into each state's distribution formula. The need factor should take into consideration the following: student population and characteristics, the number and kinds of job opportunities available, unemployment statistics and socio-economic index.

Dr. ANDERSON. Another one on the vocational education advisory councils; career education—read into record by Ms. Gonzales; the postsecondary education; and funding for vocational education programs.

I believe, sir, from Dr. Hall's statement that we as superintendents are tremendously concerned about the direction of vocational education in this Nation, and I think that I would like to reemphasize, sir, that at least 60 percent of all the students attending our schools need to be in work-oriented programs.

Chairman PERKINS. Are you talking about now, Dr. Anderson, students that leave secondary schools before they go into college or technical training in college—that 60 percent should be vocational oriented for jobs?

Dr. ANDERSON. Mr. Chairman, approximately 40 percent of the students who graduate from our schools are equipped to go on to some type of higher education. Approximately 60 percent are not.

This means that each year the school systems in this Nation put 60 percent of their graduates out who are looking for and should have employment, sir, and I would have to say to you, sir, that we have never been able to do this job successfully and we have reached the time when we do not believe we can continue to operate the public schools in this country in the way we have in the past.

Chairman PERKINS. Because it is a waste of manpower and, furthermore, the students who leave high school just do not get worthwhile employment even though they may go on to college.

Dr. ANDERSON. This is correct, sir. In one of the position papers here, we will address ourselves, sir, to the question of work study. We have in our school systems today a number of programs in which the student is in an organized, supervised work program with business and industry and the schools. Those are rather limited programs, but those we have found to be some of the most successful programs now in operation in America.

We would like to, sir, see if we could not encourage you and Congress to expand this whole concept of work and study. This will mean that we will need to involve industry, the school system being able to do only so much.

Unless there is a relationship between those people, those companies and industries who employ people, we will never be able to make the grade, and this, I would hope, is a very strong statement.

We would feel, sir, that the whole concept of career education which begins in the earliest years with young people which will relate what they are doing in school to work can, through the years, develop a very close relationship with work, and it is our hope that some way could be found to provide for employment opportunities for young people at no later than the age of 14 in many cases, 16 at the outset, in work related programs with industry.

Chairman **Perkins**. In addition to your position papers—would you prepare some suggested language to go into the act and mail it to me personally?

Dr. **Anderson**. We will be more than pleased to do so, sir.

Chairman **Perkins**. All right. Mr. Mottl?

Mr. **Mottl**. No questions at this time, Mr. Chairman.

Chairman **Perkins**. Mr. Hall?

Mr. **Hall**. No questions at this time.

Chairman **Perkins**. You go right ahead then.

Dr. **Anderson**. All right, sir. I woud like to have, if you don't mind, Mr. William Studyvin, who is director of vocational education in Shawnee Mission School District in Shawnee Mission, Kans., to discuss the State plan for vocational education and its importance as related to local school system.

Chairman **Perkins**. Go right ahead. Identify yourself for the record and proceed.

Mr. **Studyvin**. I am Bill Studyvin. I am director of vocational education for Shawnee Mission Public Schools. This is a position paper dealing with the State plan for vocational education as referred to in the proposed legislation.

We feel that there is a need to develop a more efficient working relationship between the State, the local, and Federal agencies in the total program of vocational education, and we feel that a need must be found to eliminate those aspects of Federal interaction that serve to reduce the effectiveness and divert dollars that don't deal directly with student activities.

The solution to the problem of increasing leadership in vocational education is not by expanding the Federal administrative role, unless such expansion would in fact guarantee better, more efficient programs, rather than more complex interactions between the Federal, State, and local agencies.

We also believe that leadership cannot be mandated by legislation. It must be encouraged and, to do this, we must have more support through legislation.

We feel at this time this is in fact the intent of the Congress.

Another area of the legislation is the relationship of the Federal Government, and we feel that we need to receive guidance, but not specific direction, as it relates to vocational programs at the local school district.

The article as laid out in section 103—we agree with those. In section 104, on the limitation, our thinking on this paragraph is that the intent of the legislation should be carried out as it becomes administered through the HEW, through the State agency, that your intentions are in fact carried out and it isn't deleted by interpretation.

We feel that in the State plan there is a strong need for more local input into that State plan, and future leglislation, we feel, should mandate local involvement by including input from local school systems as the State plan is being drafted, that it should not be done only by people in the State office.

One other matter, Mr. Chairman, is that in the proposed legislation we need more effective leadership and input from the local level. We recognize a continuing need for community involvement.

We strongly recommend that the present requirement for public hearings and public availability of the State plan should continue to be part of the law, and this should not be taken out. We feel that it is extremely important that we have public hearings, that the local community is involved, that State plans are made available.

In fact, we feel that more activities of this nature should happen, instead of have it lessening.

We feel that we need a better public relations program and we feel that this would distract from that.

Thank you very much. Do you have any questions?

Chairman PERKINS. Thank you very much. Call the next witness.

Dr. ANDERSON. We would like to have Mr. Warren Collier, who is from school district No. 214 in Mount Prospect, Ill., discuss with you vocational education advisory councils as we see the need for them.

Mr. COLLIER. Mr. Chairman, Warren Collier, high school district 214, with regard to the proposed legislation regarding the advisory council.

We believe that the present guidelines for the composition of State councils is adequate, provides proper flexibility for the various States.

We do believe that the State advisory council should maintain a responsibility for intercommunication with local councils.

Being from Illinois, I have been privileged to experience an evaluation system which I think should serve as a model for other States across the Nation, and I would advise the committee to investigate that particular plan program evaluation.

We also recommend that the attention be given to the amount of money that is mandated for State advisory councils. We believe that in certain States the maximum amount is not adequate for the job description as spelled out in the legislation.

We also have made strong recommendations for funding of all community resources that a school might utilize. I would like to emphasize what Dr. Anderson earlier mentioned, possible tax relief for business and industry following the preface that the most adequate means of education is through primary experiences for the student as opposed to secondary or simulated experiences.

We have found that, if we take the concept of cooperative education and expand it through contractual approaches, providing students experiences in business and industry, we are very successful.

We would encourage consideration for expanding the present legislation to allow school districts to work very closely with business and industry.

We believe that it is very important that the advisory council's annual evaluation report should be shared with the State Boards of Education, so we are suggesting that the present legislation which would seemingly omit a mandate that this report be submitted to the State board of education, that it would be—we would encourage the committee to implement this concept that the State board would be privileged to the same report.

Last, we would suggest that there be a clear description of the role of each member of the State advisory council to insure that they will be covering recommendations of broad goals and objectives, rather than getting too deeply involved in the technical procedures and operations of vocational education.

Thank you. Are there any questions?

Chairman **Perkins**. Thank you very much.

Dr. **Anderson**. I would like to have Mrs. Suzanna Gonzales, who is a teacher who has been working in what we think is one of the most important items or concepts in education, and this is the whole concept of career education for youngsters beginning at the very early stages of a school career.

Ms. **Gonzales**. I am Suzanne Gonzales, career education resource teacher in Anne Arundel County, Md., and I am going to speak about career education and the career education concept.

We recognize the significance of the career education component of Public Law 93-380 in terms of [illegible] potential for improving the relevance of public education. The effect of this legislation has been beneficial to students in local school districts where education has been introduced, career education.

In response to requests from the educational community, Congress has given public schools an opportunity to develop an innovative approach, called career education, through which schools may be able to revitalize every aspect of the elementary and secondary school experience for students.

Because we recognize an enormous potential for educational improvement for students in the introduction of career education, we recommend the establishment of a realistic funding level and flexible guidelines to enable local school districts to accomplish this objective.

We recommend a funding level for career education, in addition to demonstration moneys, which would enable the introduction of career education in local school districts where it does not presently exist and the expansion of career education where it has been implemented successfully.

The current allotment if $10 million is insufficient to meet the career education needs of some 17,000-plus local school districts. The need for increased funding is even more significant in view of career education's relative newness as a recognized educational concept.

There is a need to establish flexible guidelines to enable local school districts to develop programs which reflect local needs and conditions.

We recommend, further, that part B of H.R. 3037 be funded as proposed, but that any and all other career guidance and counseling moneys be authorized and appropriated under career education.

Career-related funding identified under part B of H.R. 3037 is critical to the total mission of vocational education and supportive of the career education concept.

Successful career education demands the commitment and involvement of all instructional personnel in all curriculum areas. Career guidance and counseling must be and should be an integral part of career education. Career education should be an integral part of the entire instructional program. There is a need to present the career education concept in this light, rather than as a separate entity.

Thank you.

Chairman PERKINS. Thank you. Does that conclude your testimony?

Dr. ANDERSON. We have two other items we would like to speak to briefly. One is—and this is very important, sir, as we look at proposed legislation—the relationship of the elementary-secondary school program to postsecondary education, especially as it relates to vocational education, sir.

We have some real concerns in the coordination of the relationship of the level at which we work and the posteducation system.

Mr. William Arkin from the Jefferson County School District and, I believe, it also includes as of the last few weeks Louisville, Ky., sir.

Chairman PERKINS. All right.

Mr. ARKIN. Mr. Chairman, I appreciate the opportunity to appear before you and say that we in Kentucky along with all the other States are deeply appreciative of what you have done in vocational education and the opportunities of young people at the secondary and postsecondary levels.

We note that with the passage of the 1963 act and the amendments of 1968 that secondary and postsecondary education is off and running along with our secondary programs.

As Dr. Anderson mentioned, of the Federation members, about 40 percent of our high school graduates do go on to college or at least are accepted to go on. This leaves 60 percent, of course, who do not go on, and when you add that to the 20 percent who drop out along the way between grades 9 and 12, we know we are talking about a large number of people.

It is our feeling that top priority of funding and emphasis should be on the people at the secondary level. We feel that vast resources of the local schools, the State Department of Education, and the compulsory attendance laws—this is where we can and should reach them.

We feel that those who we do not reach along the way have very limited resources and even a lack of initiative for the training as postsecondary students.

In order that I may not be misunderstood and misrepresent the people who made the study, the 20 large urban-suburban districts across the country, we are not saying that postsecondary education efforts should be ended.

We feel it is a very important phase, and we will never—we do not reach them and we will never reach every one at the secondary level. It is our effort to reach much more than—many more than we are reaching presently.

We feel that the top priority for funding and emphasis should be given to the secondary levels without diminishing our efforts at the postsecondary level.

In order to prevent duplication of programs and services, as well as overtraining or undertraining, we feel that a single State agency should articulate and coordinate the vocational education programs between the various agencies in the State. We feel that this would maximize the use of existing facilities and equipment which is presently owned and being operated at the local and State levels.

Local school systems, we think, should have the opportunity to contract for services for its students with higher education, industry, business, and other related agencies to upgrade teaching skills, implement new programs, and assist in providing services to students.

We also feel very strongly that students enrolled in both secondary and postsecondary programs should be exempt from the age limits requirements of the labor law, enabling them to participate more fully in work-study programs and in the vocational cooperative programs which we—the latter which we feel is so very, very successful.

This would be done under the proper supervision of school systems and teachers making quite certain that proper maturity and skills are demonstrated by the students before they are put out into the world of work.

Teachers' recommendations should be coordinated with the prospective employer and reevaluated by both teacher and employer after the working experience has begun.

Supervised student employment should include part-time work during the regular school year and full-time work during nonschool months.

I appreciate the opportunity, Congressman and members of the committee, to appear before you.

Chairman PERKINS. Thank you very much.

Dr. ANDERSON. Mr. Chairman, we have left for the last the whole question of funding, and I should like to make just one brief observation before we ask for this presentation.

As a superintendent of schools, with our fellow superintendents, we do not feel that just adding more money is the answer to our problems. There are two other items. One is a better use of existing funds. We feel that existing funds are not being utilized to their best advantage by a long shot.

Chairman PERKINS. Can you briefly tell us why existing funds are being dissipated and not being utilized to the fullest extent?

Dr. ANDERSON. Well, I am sure I cannot give you all the answers, but let me give you some, sir.

Chairman PERKINS. Just briefly, would you give us a summary in your judgment?

Dr. ANDERSON. One, it would appear to us that some of the pure record keeping, reporting, writing, proposal, consumes an unusually large part of the funds coming down to us, sir,

Chairman PERKINS. Yes.

Dr. ANDERSON. This may seem a small matter, sir, but it can consume, I am sure, across this Nation many millions of dollars every year, sir.

Chairman PERKINS. Yes.

Dr. ANDERSON. We believe in being accountable, sir, but it would appear to us that many of our programs are not being the right kinds of programs. Some of the funds are being spent to employ people maybe—maybe for the employment of people who do not function at the level of educating young people.

As superintendents, we have reached the place where we feel that we have got to put the dollars where they count, and that is directly to the education of children and not somewhere else up and down the line, sir.

This is how we feel about all programs today in general, and we would hope to be back before you with some proposals along some other lines in some other areas where we feel that reallocation of funds is just as important as additional funds.

I would make that as an overall statement. At this particular time I would like to offer to you the services of these school systems to assist you in whatever way you want to in pulling together information which may answer some questions that you have, sir.

We have not had that capability in the past, but we do have it today. We would offer that service to you as to questions you may raise which we would try to answer as objectively as we could.

I would now like to have Dr. Robert Carter, who is the director of Vocational Adult Education, Jefferson County School District, Birmingham, Ala.

Chairman **Perkins**. Come up, Dr. Carter. Is this your last witness?

Dr. **Anderson**. Yes, sir.

Dr. **Carter**. Yes, sir, we are now about to get to the meat of the matter and talk about funding of vocational education. Of course, everything else is tied to it very closely.

In our school district, 40 percent of the students upon completion of the 12th grade enter college. That means that 60 percent of those who graduate do not go on to postsecondary or to college. That doesn't take into consideration those who drop out before they graduate, so our contention here today is that 60 percent at least of our students in the secondary schools should be enrolled in vocational programs.

We feel that we have a very good rationale for this. At the present time we have—and this is across the Nation in the suburban school districts—about 20 to 30 percent of our youngsters enrolled in vocational programs.

In our school district, we are at capacity with the programs that we have. They are filled to capacity, and, of course, the demand is great for additional programs, so we feel very urgently that part B [VEA 1968] should be maintained and strengthened. That is the basic grants to States.

With regard to the handicapped and disadvantaged programs, we certainly urge continued funding of the handicapped programs because we feel that State governments are more responsive now to the needs of handicapped people through special education, and, consequently, we in vocational education have a responsibility to provide for those who are handicapped, both mentally and physically, and certainly we recommend continuation of the 10-percent money.

We do raise a question, however, about the money that is set aside for disadvantaged. Presently 15 percent is set aside. We are asked to set up a special kind of program for students who fall in this category.

I might suggest to this committee that in our school system 43 percent of the students enrolled in vocational education meet the criteria for disadvantaged population. Therefore, we would submit that rather than have an extra program for these people, that they should be in programs in vocational education and so identified, rather than in set-aside money, because certainly we know that we are serving more than 15 percent of those who fall in the category of disadvantaged.

One of the redirections that Dr. Anderson alluded to perhaps would be in the area of cooperative vocational education. We have very successful co-op programs and student placement is greater in the co-op program than any other program that we have because these kids are placed on jobs after school in the afternoon, and it ends up ultimately with placement upon graduation, and our placement record for cooperative programs is in the range of 75 to 80 percent placement, and we feel these are the most successful programs that we have because they are directly tied to the world of work.

Now, on the other hand, the work-study program has not been successful. In our school system—and this is a consensus of opinion among the other school districts represented here—the work-study program, of course, is funded out of vocational education money to give students a work experience so that they can stay in school. It hasn't been successful for a number of reasons in our school system. From over a 50,000-student population we had 16 students enrolled in this program last year.

One of the reasons we didn't get more participation is because there is a duplicative program in the NYC program which is now funded under CETA, Comprehensive Employment Training Act.

Another reason the program isn't successful is because of some of the restrictions on it. A student can only earn $45 a month. They can go into another program or another avenue and they can make more money.

What we are saying or suggesting is that rather than have a work-study program as it is presently established, that more money be put into cooperative vocational education and that the age limits for students be lowered so that they might be in a program that is not work-study but is work-experience and related to an occupational objective that that student may have and consequently tie that to the career education concept which provides for exploration.

With regard to postsecondary programs, this has already been pointed out to you, that postsecondary programs should be funded in States according to the State plan.

We do not recognize a need in this group for a specific set-aside for postsecondary programs because it would be determined at the local level and at the State level through the State plan.

One of our concerns, however, is—and I think this goes back to another reference we made about funding for that 60 percent of the youngsters that are not going to college or postsecondary training.

At the present time in the Birmingham metropolitan area, the consortium for the Comprehensive Employment Training Act received for the past fiscal year $5.4 million to train 2,200 people.

We trained in secondary vocational-education programs in our school system over 5,000 youngsters with a budget of $2.1 million.

Now, what I am suggesting to you is that, if we can fund programs at an earlier age and prior to the mandatory school age, then it will be more meaningful and less costly to the government than if we have to provide a band-aid program or remedial program after they are out on the streets and after they drop out of school.

We are presently involved in this type of program as well as the secondary program, so we feel we have a base there for discussion.

Other areas of concern that we have at the local level include consumer and homemaking programs, industrial arts programs of an exploratory nature so that we might expose boys and girls at the junior level to programs, to the world of work, so that they might make decisions that are more in keeping with their own desires rather than those that are impressed on them by their peers and by school counselors and so forth, so that they might make a wise choice about their career goals and about their choice of vocation.

Also we would like to see funding continue for research and innovative programs, for curriculum development, for leadership and personnel development of teachers and administrators, for program services, for counseling, which has already been mentioned in the career education presentation.

Another concern that we have is that funding of all training, whether it be through Department of Labor or through Department of Education, go through a single agency at the State level so as to avoid much duplication.

At the same time, we recognize that some States have a tendency to rathole money that comes to the States for vocational education and put it on the top to expand and build administrative empires.

We would like to see some restriction placed on the amount of administration at the State level, so that the money goes directly to programs for youth.

Then our last recommendation is that the formula at the local level for vocational education take into consideration needs, because at the present time there is an inequitable distribution of funding in most States, in that usually vocational education is given to school systems on the basis of a head count, which does not necessarily reflect the need.

For example, in our county we have 10 school districts, one of which is the eighth largest per capita income level in the country. Ninety percent of their kids go to college. This is what they tell us, so they shouldn't receive the same consideration for funding of vocational education programs as a low socioeconomic program.

Thank you very much for the opportunity.

Chairman PERKINS. Let me compliment this distinguished panel. You have been most helpful to this committee. We have a few questions here for Dr. Anderson, Dr. Willis, all you gentlemen, and the lady who participated in this presentation.

Dr. Anderson, as school superintendent, you stated that the works program under the Vocational Act has not been successful, but that the cooperative education program has been very successful.

Could you expand on that to some degree?

Dr. ANDERSON. Yes, sir, we could. The work program such as the CETA program—Let us take that one as an example. Youngsters are placed in jobs in order to give them a job to earn money with which we certainly agree, sir, because some of our young people need to earn money in order to stay in school. That we would agree with.

However, they have no preparation for works, nor is there supervision on the job they go to, so, if they succeed, it is more than an accident.

Now, our organized work-study program is tied together with the school program and a work program with supervision by the school and the employer, tied together on an organized program with contractual agreements between us.

Now, that has been the most successful program. What we would like to suggest is the need to expand that concept to include all these other programs and put them under a head where we know they are being sucessful.

In our programs which are not tied together—in our vocational programs—some of which are the most expensive programs operated by any school system which are not tied together with an organized work-study program, the placement of graduates on the job would appear to us to be very low, whereas where it is tied together with a successful work-study program, the ongoing placement on the job at graduation is very high, and this is what we are saying here today, sir.

Now, we do not have a body of research to support to you everything we are saying. What we have is our operational abilities to deal with them and the things which we have learned on an operational level.

There does need to be some additional research, but I think we will make these statements, sir, and are willing to back them up with you. This is what we would say.

Chairman PERKINS. Now, if you want to increase your vocational enrollments from 30 percent of your students to 60 percent of your students, how much additional funding should this Congress provide in order that you can carry out that accomplishment?

Dr. ANDERSON. I don't know that we could give you anything more than a wild guess, Mr. Chairman, but we could say this. With better utilization of existing funds, with a retraining of staff, which would have to come, I would suggest that your amendment to the bill of $1 billion certainly would go a long way to doing the kind of job we are talking about.

However, I do think that the single most important ingredient of this is the cooperation of school systems and business, sir, because unless this cooperation is there and unless there is an incentive for the business community to employ and put in its employment 14-year-olds and 16-year-olds in some kind of a work program which can be organized and supervised, we won't make the grade. This is the kind of thing that we are saying.

Chairman PERKINS. Again let me state that in my judgment, this has been excellent testimony today, and I would conclude with one final question. If I understood you correctly, you stated that we were spending too much money in the way of administration.

What dollar limit or percentage would you suggest be placed on the amount that could be expended for administration, and why do you suggest this? Do you feel the States are holding back too much money in that respect? Go ahead and expand on that.

Dr. ANDERSON. Well, first of all, I think we are doing a lot of spinning of our wheels in futility, drawing up a lot of plans that can't be utilized, sir. No. 1.

Chairman PERKINS. I appreciate that. I think we are just throwing a lot—not hundreds of millions, but many, many millions of dollars away in that connection.

Dr. ANDERSON. Right, sir, but one other question—and this has to do—maybe not every superintendent would agree with me, and these are the so-called program evaluations, sir, in which so much money is set aside for that purpose.

In my opinion, sir, most of these have not been of any significance. I believe you should hold me as a superintendent of schools in Anne

Arundel County accountable for the vocational program in that county. You should hold every other superintendent to that, and I believe we can be accountable, but I do not believe that the tremendous amount of money spent by committees and groups running around—sir, I won't go further because I shouldn't say these kinds of things in public, I am sure, but we do feel, I think, that some of this is unnecessary, both at the Federal level and the State level, and a streamlining of it—and I am not sure what the percentage would be, but it should be a very small percent, sir, under 1 percent.

Chairman PERKINS. Mr. Hall?

Mr. HALL. Mr. Chairman, I have no question at this time. I do appreciate the testimony.

Chairman PERKINS. Thank you, Mr. Hall. Mr. Radcliffe?

Mr. RADCLIFFE. Mr. Chairman, I want to welcome Dr. Anderson to the committee. He is my superintendent of schools. Our little girl is in his school system, and we are proud of his leadership and grateful for it.

Could you perhaps elaborate a little bit on your own career education system, because I think maybe that is the key to reaching some of the goals you have enunciated.

Dr. ANDERSON. Yes, sir, Mr. Radcliffe. I would be glad to, and I am sure Ms. Gonzales can do it better than I. What we are attempting to do is to relate what a youngster studies in school to the future employment.

In other words, let me be very simplistic. During the past generations in our school systems, it would appear to me that we have sent youngsters to school so they could go to school so they could go to school.

Now we are saying there should be a purpose for all education, that every human being should be able to make a living, should make a contribution, and that this concept should begin at the very early stages of a youngster's introduction to education.

What does the teaching of arithmetic have to do with future employment opportunities? What does the teaching of science at the earliest levels have to do with employment opportunities? What are the ranges of employment opportunities?

It is amazing how well a 7-, 8-, 9-, 10-year-old can reach this concept. Therefore, we have to utilize every aspect of the school curriculum in this regard, the science program, the math program, the social studies program, and so on, in order to do this.

Vocational education is a spin-out of career education. In other words, this is going into a commitment to go into certain kinds of direct work programs. So is going on to college a spin-out of career education.

Why does a youngster go to college? I am sure most of you are well aware that such a large percent of college graduates come out of college with no preparation for work whatsoever.

Now, it is our hope when our young people will go to college they will have at least some idea of some things that they could do and would at least begin to prepare themselves for work, and maybe we are a throwback to many years ago when we thought that young people ought to work, but one of the real problems with our young people today—and I think you are very much concerned with this—is that our young people have no concept of work, have not been involved in it.

I am sure, Mr. Chairman, when you grew up and I grew up we had to do some work. Those chores are no longer around for our young people to do. Children growing up today do not have this kind of an opportunity, and I believe it is an opportunity, not something else.

Maybe the school is the only place where this is to be provided in the future.

Chairman **Perkins**. I think you are right. When we were growing up, there was work to be done. Hundreds of thousands of small farms have closed up since our day, and we were taught how to perform so many services, either trade or something of that nature that we would or could earn a living by. We were taught how to work physically and taught skills, but those opportunities are not available for the ordinary child, not available for my son. He is in college and wants to study law.

For those youngsters who never have an opportunity to learn a skill or a trade or anything else when they are growing up, to a limited degree to familiarize, to begin to form an idea as to what they would like to do when they grow older in order to earn a livelihood.

I agree with you. The only place where I see that we can turn to is the schools. I think we are going to have to go in that direction.

Any more questions?

Mr. **Radcliffe**. No, Mr. Chairman, only to say that Dr. Anderson has inaugurated in our district, I think, an exemplary program of career education. In fact, I would like to lobby with the committee sometime.

Chairman **Perkins**. We may just go out there sometime, Dr. Anderson. I am very much impressed. The chances are the committee will find time to run out there. Mr. Hall?

Mr. **Hall**. I would like to go out there. I might say that although Mr. Anderson isn't my superintendent, Dr. Willis almost was. He was in Chicago and I lived 80 miles south, so it is good to see him here.

Chairman **Perkins**. Let me thank you, this distinguished panel. You have been most helpful to this committee. Thank you. The committee will recess.

We will have testimony on vocational education again on Thursday.

[Whereupon, at 10:40 a.m., the subcommittee adjourned, to reconvene on Thursday, April 16, 1975.]

[Material submitted for inclusion in the record follows:]

The Ohio State University,
College of Education,
Columbus, Ohio, April 13, 1975.

Hon. Carl D. Perkins,
Chairman, House Education and Labor Committee,
House of Representatives, Washington, D.C.

Dear Mr. Perkins: For some time I have been concerned with some of the provisions of the Vocational Education Act and the Amendments. These observations and concer[illegible]m from having been in teacher education in business and office educat[illegible]hree different states under the provisions of the Act and Amendments. Th[illegible] the concerns that I feel merit consideration by your committee:

1. The definit[illegible] vocational education varies over the country. In business

and office education in Ohio, for example, students are considered to have "vocational" preparation only if they received their office education in programs funded through the Vocational Education Act. Yet thousands of students each year receive good training and can handle good beginning office jobs from other office education programs. These students are vocationally prepared, but unless the schools from which these students come follow a very rigidly prescribed program, the office education departments in those schools are forced to compete for funds with ALL other secondary academic departments for money to support office education; consequently, in many schools, the amount is very meager, indeed.

Most business teachers in the country would define vocational education as preparation of students to enter a beginning office job, regardless of the type of funding for the program. Any good program that directly prepares students for entry-level employment should be considered "vocational" and be eligible for funding.

2. *Teachers have little input about the type of program and its organization* that should be used to prepare their students for entry level jobs in business. Yet research evidence does not support the superiority of any one type of program or program organization over another. I refer here to studies done at the University of Minnesota, University of Houston and Bowling Green (Ohio) University.

3. *Are the prescribed programs worth the money they cost?* In Ohio, for instance, the prescribed program for funded vocational business and office education programs calls for a classroom fully equipped as a model office, including full-sized offices desks, each one equipped with electronic calculators, dictation equipment, and electric typewriters.

Theoretically this seems to be an ideal situation in which students should learn more than or "better" than students from "traditional" programs, which are taught in less extravagantly furnished classrooms. Yet the research cited above does not show that the elaboratedly equpped laboratories result in better learning than in traditionally equipped classrooms.

The model office classroom, which at most can accommodate two classes in a day of not over 25 or 30 students, costs from $50,000 to $70,000 or more (before current inflated prices). A more traditionally equipped classroom would cost from one-third to one-half less than this, and it is more usable for several other classes than is the model-office classroom. I question the cost effectiveness of some of these elaborate programs; however, the trend is toward them in several states.

4. *Provision should be made of renting or leasing equipment* rather than requiring purchase. This recommendation is made for all service areas of vocational education. Equipment and machines are developed and changed so rapidly (and keep changing) that some of the machines bought as recently as three years ago are already out of date. Yet the purchase price of this equipment was so great that schools cannot afford to replace it to keep students abreast of developments.

Also, some equipment is needed for only a few weeks during the entire school year; thus, a $10,000 machine, for example, used for only two months may be rented for approximately $300 a month. At that rate, the equipment could be rented for the necessary time for 15 years for the purchase price of the machine and the students would have current equipment available for learning

5. *More academic freedom should be allowed under the Vocational Education Act.* Example: One of the requirements established by many State Departments of Vocational Education is that organizations be provided for the students that supplement their classwork. This is an excellent idea; but in some states the particular organization is prescribed, even though several equally good organizations are available. Teachers and students are given no choice.

Such a practice, together with the fact that teachers have very little voice in the particular kind of program their situation (or talents) demand, is really a curb on academic freedom.

The trend, for instance, in several states is toward requiring "blocktime" programs in office eductaion if the school wishes to have the advantages of vocational funding. The teacher is to integrate all content and skills learning within the block of time (varying from two to four hours). However, little if any suitable teching materials are available to implement the integration concept. Most teachers are not equally talented in each of the vast array of subjects that must be taught in these programs. But teachers have no choice—they must follow the prescribed program, whether or not it is suitable for them, their students, or their community.

These block programs are required in some states for two years of the students' secondary school career. This means that during the tenth grade students are required to make a definite vocational commitment, a commitment of the major part of their school lives. I question that at that age students can evaluate the full implications of such an investment in time, and I question that they are ready to make such a vocational commitment at that age And if their decision is wrong (they find they do not "fit" in that vocational pattern), it is very difficult if not impossible for the students to opt out of the program in the middle of the school year. Such programs allow very little if any time for exploring other areas of interest. Could it be that because such programs put such restrictions on students' opting out of the program, this partially accounts for some of the figures that show that students do not seek employment in the vocational field in which they were enrolled in school? (GAO Report to Congress).

It also eliminates college-bound students from business classes, which would give them knowledges and skills by which they could support themselves partially while they are in college.

The suggestions I have made here are based on my reading of research and on conservations with teacher-educators from all over the country. Through my participation in professional oganizations at the national level (American Vocational Association and National Business Education Association), I have had much opportunity to discuss these matters. Also, high school classroom teachers in my graduate classes have provided me with information about how they must work under such regulations imposed by State Departments of Vocational Education.

These concerns of teachers and teacher educators impel me to write about these matters that I hope can be considered in the current deliberations regarding the Vocational Education Act 1975 Amendments. I realize that expenditures must be "controlled," but need the specifications for funding be so rigid as to infringe on students' and teachers' choices?

Very sincerely yours,

MILDRED HILLESTAD,
Associate Professor,
Faculty of Vocational Education.

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, APRIL 17, 1975

House of Representatives, Subcommittee on
Elementary, Secondary, and Vocational Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:25 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding, Hon. William Lehman, and Hon. Tim Hall.

Members present: Representatives Perkins, Lehman, Blouin, Miller, Mottl, Hall, and Goodling.

Staff members present: John Jennings (counsel), Charles Radcliffe (minority counsel).

Chairman Perkins. The committee will come to order. A quorum is present.

I am delighted to welcome here today members of the AFL–CIO to testify on vocational education and maybe other subject matters.

The first witness is Mr. Walter Davis, director of the department of education. Our second witness is Dr. John A. Sessions, assistant director, department of education; and Ken Young, assistant director of legislation.

I want to compliment the AFL–CIO for the kind of representation that they have always had, the constructive testimony that you have always given, and I know that you will follow true to form on this occasion.

We will hear from you first, Mr. Davis.

STATEMENTS OF WALTER DAVIS, DIRECTOR, DEPARTMENT OF EDUCATION, AFL–CIO; JOHN A. SESSIONS, ASSISTANT DIRECTOR, DEPARTMENT OF EDUCATION, AFL–CIO; KENNETH YOUNG, ASSISTANT DIRECTOR OF LEGISLATION, AFL–CIO

Chairman Perkins. Go right ahead, Mr. Davis.

Mr. Davis. Thank you very much, Mr. Chairman. We have a very brief statement, and I would like to proceed by reading that.

Chairman Perkins. Go ahead any way you prefer. Thank you.

Mr. Davis. Mr. Chairman, my name is Walter G. Davis. I am director of the department of education of the AFL–CIO. With me this morning are Mr. Kenneth Young, assistant director of the AFL–CIO department of legislation and Dr. John A. Sessions, assistant director of the department of education, AFL–CIO.

We are very happy to have this opportunity to share our views on the entire matter of vocational education with this committee.

The AFL-CIO, as the committee members are aware, played an important part in drafting both the Vocational Education Act of 1963 and the amendments of 1968. A particularly significant role in the development of this legislation was played by the late Otto Pragan, who was at that time a staff representative of the AFL-CIO education department.

There are several vocational education bills presently before this committee. We will respond to most of them this morning.

The Vocational Education Act has been one of the most successful of all Federal programs in the field of education. It has had a strikingly successful record of finding job placement for its graduates.

The AFL-CIO is convinced without any qualification that this legislation should be extended and that the funding authorization should be increased. We urge the Congress to pass H.R. 19 and thereby accomplish these objectives.

Having said that at the outset, there are other bills before this committee which have commendable objectives, particularly those drafted by the American Association of Community and Junior Colleges, H.R. 3991, and by the American Personnel and Guidance Association, H.R. 3270.

We would urge that these bills be adopted as amendments to the Vocational Education Act, subject to our comments this morning, rather than as separate bills. We would further urge that their provisions be made a part of the State plans designed by the existing State advisory committees.

One of the important features of the Vocational Education Act was the creation of State committees that were charged with the responsibility of developing a comprehensive State plan for vocational education. In their present form, H.R. 3270 and H.R. 3991 would seriously fragment the unifed effort established by the Vocational Education Act.

Postsecondary vocational education and more adequate guidance and counseling are both critical needs, but they should operate under the State advisory committees as an integral part of State plans.

Funds for these programs might very well be earmarked to prevent their being used for unintended purposes. We do, however, have serious doubts about any fixed allocation of postsecondary funds as between community colleges and 4-year institutions.

This is a decision, we think, which might better be left to the States for determination in the light of their own patterns of institutional development.

Chairman PERKINS. I agree with you on that statement. I think there is going to have to be a lot of flexibility because of different situations in different parts of the country.

In some of my counties the average educational level is not more than these eighth grade. In other parts of the country, in the Midwest, they have 1 and 2 years of college on the average.

You made a good statement. You may continue.

Mr. DAVIS. We have a further concern about H.R. 3270 and H.R. 3991. The record of educational funding during the past three administrations has been very disappointing. We realize that appropriations are not within the jurisdiction of this committee.

We are, however, seriously disturbed by the history of vocational education appropriations producing only a fraction of the authorization level. Moreover, there has been a dangerous tendency to utilize specific vocational education funds for other programs.

Much of the money supporting the currently fashionable career education has been siphoned away from discretionary vocational educational funds. A striking illustration of this practice is the series of films for preschool children made to be shown on the Captain Kangaroo program. We seriously doubt that this was what Congress had in mind when it passed the Vocational Education Act.

We do not suggest that the grants made available for this purpose were in any way illegal, but merely question whether the interest of the Congress was followed by funding this type program.

In view of this record, we feel it would be a mistake to permit the funding of guidance programs and postsecondary vocational programs by carving the money out of funds which would otherwise go to secondary vocational education.

This committee also has before it H.R. 3992, drafted by the American Vocational Association. This bill would consolidate funds which are presently set aside for special programs such as vocational education for the handicapped and vocational education for the economically disadvantaged. We understand that a bill to be introduced by the administration would also serve to consolidate funds for these special programs.

We firmly urge the Congress to reject these consolidation bills. The need for these special programs has been well identified and the failure of the State to meet these needs led to the enactment of the categorical programs in the first place.

Frankly, we oppose consolidation because we view the record of a decentralized decisionmaking process as counterproductive to the realization of national needs. When funding capabilities fail to meet local educational needs, the national government must provide aid to those programs which fall within the national interest. Vocational training, we believe, falls within that category.

Prior to the enactment of the Vocational Education Act of 1963, vocational education had fallen into a deplorable state. Throughout the Nation, students were taught obsolete skills on obsolete equipment.

It was evident that when school boards began to divide up scarce educational funds, the parents of future Harvard graduates carried more political weight than the parents of future bricklayers and carpenters.

Similarly, handicapped and disadvantaged children tend to be in a minority and in the distribution of funds they have been treated accordingly.

It was in order to meet these educational realities that the various categorical programs were included in the Vocational Education Act. The AFL–CIO believed that there was good reason for these programs then and we believe the same reason exists today.

Here in the District of Columbia, even after a court decree, the school system has been found in contempt for failure to provide for the education of all of its handicapped students. The AFL–CIO believes that the Federal intent should be clearly spelled out in these matters.

The recent General Accounting Office report to the Congress on vocational education charged the States with serious financial irregularities including the excessive use of Federal funds for administrative purposes and the use of Federal funds for inappropriate programs.

We are inclined to believe that the report is unjustly harsh, but certainly there is little in it to justify consolidation of vocational education programs.

In our view, there is, if anythhing, a need for additional categories, rather than for consolidation. We have mentioned the matter of career education. We have watched the development of this concept closely.

It has been pressed vigorously by the Office of Education and union officials have been very much involved in the planning at national, State, and local levels. So far, it has been our experience that career education has consisted largely of conferences and very little money.

We are troubled by the serious possibility that career education will drain off funds intended for vocational education, and we therefore suggest that career education be funded under a separate authorization.

There is a further perfection which we would urge in the present Vocational Education Act. The AFL–CIO has firmly supported human equality, without regard to sex, color, or national origin.

Vocational schools have been prone to ignore this principle, and Government inaction enables them to continue to ignore it. Previously the Office of Education has collected data on the sex, color, and national origin of vocational students, but it has discontinued much of this work.

The AFL–CIO has already expressed to Commissioner Bell its feeling that this data is needed to properly monitor the state of equal opportunity in vocational education. Commissioner Bell has indicated to us his hope that the data gathering will soon be resumed. Now we welcome his assurances, but we are inclined to believe that the data gathering should be prescribed by the law.

The GAO report often complains that its task has been difficult because of the dearth of dependable data. We too have often experienced this same difficulty.

Therefore, we ask that the present Vocational Education Act include a requirement for this data from vocational schools for the purpose of promoting full opportunity for all men and women.

Bilingual education is one of the critical needs in the vocational field. Last year Congress passed amendments providing for this need, but the funds were slashed by the Office of Management and Budget. We urge that this important program be reauthorized and that the funds to support it be restored.

This progressive piece of legislation was only given a life span of 1 year, and expires at the end of this fiscal year. We urge that it be given a fair chance to meet the problems faced by citizens with limited English-speaking abilities.

There is an area of State discretionary power which is of particular concern to organized labor. The vocational schools have been a primary source of the classroom-related instruction which is an essential part of apprenticeship training programs, but, faced with the scarcity of funds, many States have failed to budget money for this classroom-related instruction. We would urge this committee to earmark funds for this essential program.

America's development has depended upon the apprenticeship system for the vital skills so important to our social and economic well-being. It was developed and maintained because our technological advancement has historically outpaced the ability of the public education system to respond timely to these advances. We see no material change in these sets of circumstances.

Finally, the GAO report notes that State plans have often failed to concentrate vocational education funds in areas of highest need, particularly the urban inner-city areas.

Vocational education, having originated in a rural agricultural setting, has failed to keep pace with population shifts to America's urban centers.

In addition, a disproportionate amount of the funds go to affluent communities where courses in auto mechanics, for example, are less vocational than hobby oriented, designed to teach students how to maintain their own hotrods.

We would hope that in its report, the committee would make it clear that it expects the States to place greater emphasis on urban needs.

All in all, we feel that vocational education has been one of the outstanding successes in American education. It has served well the needs of millions of students who have made an outstanding contribution to the productivity of the American economy.

There are aspects which need to be improved, and we urge the Congress to make those improvements, but we also urge that the Congress maintain the integrity of the essential features of the Vocational Education Act of 1963 as amended in 1968.

As we have said over the years, full funding of this act will meet America's needs for maximum productivity, a key element in getting America back to work.

That completes our statement, Mr. Chairman.

Chairman **Perkins**. Do you, Dr. Sessions, or you, Mr. Young, want to make a separate statement?

Dr. **Sessions**. No; I have nothing to add.

Mr. **Young**. No.

Chairman **Perkins**. Let me compliment you gentlemen for a very important statement. At the outset this year, many of us introduced different bills at the request of various people, simply to get the issues out.

Sooner or later we will have you people back again. We want to write this bill maybe in a couple of months. We want to knock some heads together between the technical schools and other school people.

I think it is most important that you have outlined in your statement, above everything else, that we only have one State advisory board. If we undertook to do otherwise, one for postsecondary education and one for 4-year colleges, all without flexibility, we would just be trying down our own house under which we presently have a strong foundation, in my judgment, and we are going to make the necessary repairs, as I see them, to do the best job possible.

I think you have authored a very instructive suggestion here this morning, and I know that I am going to do my best to go along, with your assistance, to write a bill that will do the best for the entire country.

Now, Mr. Davis, you recommend that we earmark funds, if I understood your statement correctly, under the Vocational Education Act for class-room-related instruction in apprenticeship training programs.

Could you elaborate some on your plans and reasons for that recommendation?

Mr. DAVIS. Well, yes, Mr. Chairman. We have been in consultation during the preparation of this statement with the building and construction trade unions affiliated with the AFL–CIO, and they have advised that in some States, although it is not a serious matter at this time, a small number of apprenticeship training programs are not getting any assistance at all through the act. The large, well-established apprenticeship training programs, of course, are.

They fear that this might be a trend that would lead to a complete withdrawal of assistance through "voc ed" funds for this kind of training, and they urge this very strongly, that we mention it in our statement.

As I say, at this time it is not a serious problem, but it is one which we certainly would not like to see occur because we think—we take very great pride in the apprenticeship training programs of our organization.

Chairman PERKINS. Do you have any further comment on that, Ken?

Mr. YOUNG. No, Mr. Chairman.

Chairman PERKINS. I think you have made yourselves very clear in your testimony and it is most helpful. I am going to call on Mr. Goodling for questions.

[Discussion off the record.]

Mr. GOODLING. I don't have any questions, Mr. Chairman. I have one comment, on your second paragraph, page 4. My comment relates to personal experience. The vocational program in my area certainly has been a city program for many, many years. Eventually when it became a county program, a new building was constructed about 2 miles out of the city in order to make it as close to everybody as possible because there was room there.

We had a very difficult time getting center city youngsters to participate. I think it was for several reasons. First of all, there were an awful lot of people that were given bad advice about college being the only way. Second, it was a situation of moving from the area and friends that they had.

I would just like to say that we tried a million and one ways, and we finally licked the situation, inadvertently because a couple of youngsters became rather involved in athletics and are now participating in the center city, and now our situation has taken care of itself. I would have to attribute it primarily to the extracurricula programs that are offered at the comprehensive school. It is not the school.

I think this is one of the big mistakes that is often made. We send them back to a local school 2 weeks and this type of thing. We insisted from the beginning that it be a comprehensive high school program, and all of the participation in all of the activities is at their "voc-tech" school. It is their school.

That is just a comment rather than a question.

Mr. LEHMAN [presiding]. Thank you, Mr. Goodling. Would you like to respond to the comment, Mr. Davis?

Mr. Davis. Only to say this, that one of our great interests, of course, is to make sure that the quality of vocational education schools and the access to them are there, because we have seen over the years a resistance on the part of, say, joint apprenticeship programs to accept students from these schools. They would rather have them from an academic high school. This is in the higher skills requiring mathematics and physics and so forth.

We think that vocational education schools can be brought up to the standards that would give them access to job related opportunities.

Mr. Goodling. Yes; we actually have a three-level program right in that school, so we cover all areas, whether it is a highly academic area. I think—part of the key is the local committee working with the school.

If it is functioning well, then you have a particular tie with all the industry and all the trades.

Dr Sessions. I would just add one thing here, that it seems to me one of the very important things in the Vocational Education Act was that for the first time it recognized as public policy that reading is as much a part of vocational skills as learning to use tools, and I think that is one of the very good things that the act did.

Mr. Lehman. Thank you. I would like to ask you to address yourselves to one problem that I am concerned with in regard to the training of vocational education students, for instance, in a large metropolitan area such as Miami.

I would like to see the students removed from the classroom and put into more on-the-job site training, and I would like to see what organized labor could do to help us. For instance, I met yesterday with the assistant director of our vocational education program in Dade County. I discussed this with him, and the example, of course, was that the "voc ed" students who are training to be machinists with the airlines—the kind of equipment, the extensive and sophisticated equipment, they need to train them with are only located at Eastern Airlines, National, and the overall plants at Miami International Airport, which means that each student must, without adequate public transportation in Miami—each student is required to get there to learn how to use the X-ray machines and X-ray landing gear.

What I would like to see happen is to write into this act something to provide industry—to encourage industry and labor to set up space in their locations where you could teach the student his English and his mathematics and his American history right there.

It seems to me it is a lot simpler to haul 1 teacher to the location than to provide 30 students with transportation. Transportation is still one of the most important hurdles that a young person has to get through in order to learn from vocational education.

To carry this a step further, if you, for instance, train people in hotel and restaurant, there is no reason why the Fontainebleu Hotel couldn't set a room aside for a classroom, let them learn there where they are going to be learning the trade. Or the Southeast Bank which certainly could accommodate 30 or more trainees at a time.

Also the areas in other parts of Dade County that are training young people—it would seem to be much more feasible to locate the classroom within the industry than to transport 30 people to 30 different industries throughout the day.

I would like to see what reaction you have to this kind of a program.

Mr. DAVIS. Well, Mr. Lehman, a number of our central labor councils throughout the country already are engaged in a cooperative effort to do a variety of things similar to what you have just described.

There is one difficulty we have run into, however, in looking at this whole process, and that is that when the unemployment rate ran up, we got no outward resistance, but we didn't get too much encouragement from a lot of unions to involve themselves with students, particularly among those organizations that had a number of people furloughed because of the economic situation.

If the student is learning in a sort of classroom setting, I think that is one thing. If the student is actually involved in the production process, that is another thing. It is in those—in full employment times that there is no comment at all. There is a lot of encouragement. But in times like this, in some parts of the country you will find a reluctance to move into this because the primary effort of a union leader there, of course, is to try to get his people back to work, and he doesn't want us to give any incentive to an employer not to do that, and I think that is——

Mr. LEHMAN. I can see the potential threat of on-the-job training programs to employment. But, I don't think that the classroom itself in a nonvocational subject is threatening. What I am trying to do is locate the classroom in nonvocational subjects at the point of vocational subject training. That is what I think is going to be a very important possibility in facilitating this program.

Mr. YOUNG. Mr. Lehman, I think in terms of location you have probably got a very good point. I think what Mr. Davis is saying is that if you have a program that includes both training—in effect, institutional type training as well as on-the-job training, where some of our people have trouble with the on-the-job training, where there is a special rate and where they are faced with layoffs or have layoffs and they see some employers using this as a way to cut labor costs—and obviously with the high unemployment rate, they don't like it.

I don't think that is a problem of the location where the extra instruction——

Mr. LEHMAN. Can you understand the problem? I think you do understand. These young people are going to be your membership in the future and the more you facilitate their learning these kinds of trades, I think, the better off that your organization and the whole labor-industry relationship can be.

To me it is frustrating when I see young people not get into vocational education simply because they don't have the transportation every day from the school to where they are learning on-the-job training, and you can't learn on-the-job training unless you go to the airlines, and, if you don't go to the bank, you are not going to learn banking in a classroom. You are going to have to learn banking in a bank.

Mr. YOUNG. Mr. Lehman, let me just add that I think you are absolutely right. I think what we are in effect saying is that to make this whole work we have to turn the economy around, so that there are increased job opportunities.

Mr. LEHMAN. I will sell more used cars.

Mr. DAVIS. Let me just comment one word on that, and that is that it is pure education experiences which is what we would like to see, and I think we would certainly be affirmative on the location aspect of it, but the other problem is the one which is raised by Mr. Young and myself earlier, the one that in these times at least there would not be a lot of encouragement.

Mr. Lehman. We are not trying to use the classroom at National Airlines or the classroom in the Fontainebleu to subvert organized job security of the people. However, I just wanted to throw this out.

One other quick question. I am concerned about the inability to program top-level students into the vocational education classes. I have been concerned with this. It was reconfirmed again yesterday at my meeting with the people from Dade County. The reason is that the data used to determine a successful vocational education program is based on the amount of the students that go into industry from the vocational program. It counts as a failure or negative data for those that go on from secondary vocational to a college program, whether it is liberal arts, engineering, or whatever.

What I am concerned about is to try to get the data revised so that a person who goes into vocational education in high school will not be a negative figure if he goes to college before he goes to work in the program he was trained. What happens is that in order to make their programs seem successful they discourage college-bound students from going into vocational education because they are potential "losers" as far as the data is concerned.

You just don't seem to get enough of the college bound. As vocational education becomes more technical and more sophisticated, you need these kinds of students in there.

In other countries, they are urged to go into vocational education instead of precollege programs. So, I just wonder if you had any comment on that before I recognize the next member.

Mr. Young. The only comment I would make is that I think we have long said—and I think this is what you are saying—that vocational education should not be considered as some sort of second-class education.

Unfortunately, in a lot of areas, the schools, I think, look at types of grades a student is getting, look at his income, and sort of shuttle him into a vocational education program.

Mr. Lehman. Right.

Mr. Young. And then he becomes almost a second-class citizen in that school. He isn't going to college. He is going to work. Somehow that is not as good.

Mr. Lehman. He comes out of occupational therapy.

Mr. Young. And I think, if I understand what you are saying, Mr. Lehman, that just shouldn't be, and I think we are in total agreement.

Mr. Lehman. You don't need second-class students to learn electronics, occupational or vocational electronics. You need the top level masters for that and in many other areas, but you are not getting them and the reason you are not getting them is because they want to go to college, and that makes it look bad for the counsellors and the guidance people and the vocational teachers, and I think we have to change this data processing. That is why I want to try to write something into this legislation that would account for that.

I want to thank you fellows for showing up, and I would like to recognize Mr. Hall. I wonder if you would take over for a minute while I talk with Mr. Jennings.

[Off the record.]

Mr. Hall. I am sorry I missed your earlier testimony. I have read it though and I agree with many of the things you state in there. I guess all I would have to say is that I appreciate your coming.

Do you have any questions Mr. Goodling?

Mr. Goodling. No, I don't.

Mr. Hall. Mr. Miller.

Mr. Miller. No. I have no questions.

Mr. Hall. Well, he is very pleased too, I suppose. If this is it then, we will stand adjourned. Thank you.

[Whereupon, at 10 a.m., the subcommittee was adjourned.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, APRIL 23, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Meeds, Lehman, Blouin, Simon, Miller, and Mottl.

Staff members present: John Jennings, counsel, and Yvonne Franklin, minority legislative associate.

Chairman **Perkins**. I want to welcome all of you. The Subcommittee on Elementary, Secondary, and Vocational Education is conducting its hearing today on occupational vocation and career education.

Our witnesses are from the Department of Defense and from the Aerospace Foundation.

We have called the witnesses from the Department of Defense for two reasons: first, the Committee on Education and Labor is now responsible under the revised House rules for oversight of domestic education programs operated by all Federal agencies and departments and the Defense Department. Naturally, the Department of Defense has one of the largest educational programs in the country. Second, I believe that the Department of Defense in its many years of training of our military personnel has developed a well of expertise and knowledge and that this expertise and knowledge should be made available to the educators in the regular school system. I think it is very fitting and proper and appropriate that we have you here on this occasion.

Our first witness is Mr. I. M. Greenberg, Director of Manpower Programs, Office of the Assistant Secretary of Defense. Then we have from the Army, Maj. Gen. George W. Putnam, Jr., Director of Military Personnel Management; from the Navy, Rear Adm. C. N. Mitchell, Deputy Director of Naval Training and Education. And from the Marine Corps, Brig. Gen. Kenneth McLennan, Director, Manpower Plans and Policy Division. Also, from the Air Force, Maj. Gen. Oliver W. Lewis, Director of Personnel Programs; and we have Mr. James H. Straubel, executive director, Aerospace Education Foundation.

I think Brig. Gen. Andrew P. Iosue is testifying for the Air Force.

All of you come around. To conserve time we will start out with you, Mr. Greenberg, and then the others before we question the witnesses.

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Go ahead, Mr. Greenberg.

STATEMENT OF I. M. GREENBERG, DIRECTOR OF MANPOWER PROGRAMS, OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE, MANPOWER AND RESERVE AFFAIRS

Mr. GREENBERG. Mr. Chairman and members of the committee, it is a pleasure to appear before this committee to discuss with you the role of the Department of Defense in the national task of providing training to the Nation's manpower. Training in the Department of Defense is largely managed and conducted by the individual military services; representatives of each of the four services are present with me to discuss the training activities of the services.

Military training is an indispensable foundation for the mission readiness of military organizations, and, therefore, for national security. In a broad sense, training of individual service members and military organizations is the major function of the military services in peacetime. My remarks today will focus on the training provided to individual service members to prepare them to be productive members of their services.

During fiscal year 1976, we project that an average of approximately 250,000 military personnel will be engaged as students in individual training and education. These training and education programs range from training of recruits and officer candidates, through training for specific jobs, such as infantryman, radio repairman or aircraft pilot, to professional military education for senior officers.

This committee's interest is chiefly in vocational training, which corresponds reasonably closely to the training category we call specialized skill training. This is training given to officers and enlisted personnel which prepare[s] them for specific military jobs. Most personnel receive training of this type immediately after completing training designed as a basic introduction to military life—that is, in the case of enlisted personnel, after the completion of recruit training.

Additional specialized skill training is provided at a later stage to some military members who require further training to develop higher levels of skill or to prepare them for supervisory responsibilities. However, I will concentrate my remarks on initial skill training for enlisted personnel, which is most similar to vocational training as the term is ordinarily used.

Initial skill training is made up of approximately 800 courses. These courses vary a great deal in length, from 2 weeks for relatively simple skills which can be developed through further training on the job to up to a full year for such highly technical skills as nuclear reactor specialist. The average course length is 9 to 10 weeks. Completion of an initial skill course usually qualifies an enlisted member for the award of a military occupational specialty code or rating at the lowest skill level. The member then is assigned to a job in an operational organization and progresses, through job experience, to the journeyman level.

In fiscal year 1976, about 540,000 enlisted recruit training graduates will enter initial skill training conducted in schools and training centers at military installations throughout the United States.

The committee has expressed interest in lessons the Department of Defense has learned in training which might have application to training in the civilian sector. I believe that it is fair to say that an interchange of information on training methods between the military and civilian sectors has existed for many years, to the benefit of both. While there are probably few techniques in use in military training which are not known to the civilian educational community, much of the military training experience has relevance to vocational training in any setting. I will touch on three factors of particular importance to the effectiveness of military training, and the service representatives can elaborate on matters of interest to the committee.

One paramount task of any educational institution is to insure that it teaches what the student needs to know in his or her subsequent job. Each of the military services has developed procedures for this purpose which are used in structuring new courses or modifying existing courses. The heart of the process is a detailed analysis of the tasks actually performed in a military job. This analysis becomes the basis for deciding what tasks should be taught in the course, what instructional methods should be used, and what parts of the learning process can be deferred to later learning on the job. This procedure maximizes the probability that the student will gain the exact skills required in the least amount of time. Proper use of this technique provides benefits in terms of effective and purposive learning and efficient use of training manpower.

A second characteristic of military training is the very extensive use of hands-on training as opposed to the traditional lecture method of teaching. In a typical military training course, the student learns on the same equipment, or training devices based on the same equipment, that he or she will be using later on the job.

For example, a course for automotive mechanics will consist primarily of training on the military vehicles in use in that service and on training devices, such as cutaway engines, designed to simulate the actual vehicles. We have found, as have civilian educators, that many young trainees who have difficulty in learning from oral instruction or reading respond quite favorably to learning through performance of job-related manual tasks. Military courses also make extensive use of audiovisual teaching aids. In this area and others, the military services have been in the forefront in the development and use of training technology.

A third characteristic of military training is the maintenance of high standards for successful completion of skill training courses. Students must pass appropriate tests, with emphasis on performance testing, to meet the requirements for graduation. The Department of Defense is in a rather unique position in the respect that it is both the trainer and the employer of skilled manpower. The service training establishments are under pressure to produce, with the least feasible expenditure of time, skilled and motivated personnel who can perform satisfactorily as members of military organizations. Many military instructors have served as supervisors in the skills they teach, and other feedback mechanisms are in use to correct course deficiencies and to improve the quality of the graduates.

In addition to training specifically designed to teach military skills, many military personnel participate in the voluntary education program. This off-duty program, comparable to adult education programs in the civilian sector, helps military personnel to fulfill their personal aspirations while improving their capabilities as service members. Participation is funded either through tuition assistance, with the military service paying up to 75 percent of the tuition costs, or through inservice GI bill benefits.

In recent years the voluntary education program has become increasingly oriented toward vocational training in response to the interests of the students. Junior colleges, community colleges and technical schools located near military installations have been most helpful to service educational services officers in making more vocational opportunities available. Approximately 20 percent of all military personnel participate in the voluntary education program, including both vocational and other types of education. In addition to upgrading the capabilities of service numbers, the voluntary education program has been beneficial in helping the services to attract and retain qualified personnel.

The voluntary education program is an important example of the interface between military and civilian training. Another example of the interface is the increasing movement toward acceptance of applicable military training for education credit in civilian educational institutions or for credit against labor union apprenticeship standards.

These examples give an indication of the degree of cooperation that exists between the military and civilian sectors in assisting the educational aspirations of our service members. I will now discuss some of the ways in which the Department of Defense assists in civilian training and education.

Perhaps the most important training-related service the Department of Defense provides the civilian community stems from the Department's role in producing skilled manpower. Most of the young people who enter military service have no marketable skill. Each year thousands of military personnel return to civilian life. Many have mastered skills while in service which are directly applicable to civilian jobs.

There are, of course, many military skills which have no civilian counterparts. Even those service personnel who have not attained a skill useable in civilian life, however, can benefit from their experience in working with others toward a common goal.

Special mention should be made of former military instructors who, after leaving the service, become teachers in civilian educational institutions. These former military instructors have, over the years, been instrumental in making military training methods available to the civilian sector.

The military services develop teaching materials—syllabi, manuals, audio-visual aids—in many courses which are similar to civilian training courses. Many of these teaching materials can be, and are, purchased by and used by civilian educational institutions. The Department of Defense has cooperated with the U.S. Office of Education and other interested organizations in efforts to facilitate this interchange.

We feel this form of cooperation can be of substantal benefit to civilian educational institutions and we stand ready to cooperate in this endeavor.

The services also, in some cases, make facilities, such as classrooms or shops, available to local civilian educational institutions if it can be done without additional cost to the service or if arrangements can be made for appropriate reimbursement.

The Defense Supply Agency administers a Tools for Schools program which arranges for the loan of DOD equipment needed for vocational training to civilian educational institutions. The equipment is maintained at no cost to the Government, and remains available for Department of Defense use in any emergency. Schools in 44 States have benefited from this program since it was initiated in 1958. Civilian schools also benefit from the donation of surplus DOD property, under the Federal Property and Administrative Services Act of 1949, through the Department of Health, Education, and Welfare and appropriate State agencies.

Witnesses who follow me will provide other examples of how the Department of Defense cooperates with civilian training organizations.

There are definite limitations to the actions which the Department of Defense can properly take to assist in civilian training and education. Our funds are appropriated by the Congress for the mission of national security, and we have no legal basis for expending funds for other purposes.

A precedent which is relevant in this matter is the congressional action in terminating Project Transition. This program provided skill training for military personnel during duty hours with the objective of helping them to find employment after leaving the service. In recommending termination of the program, in its report on the defense appropriations bill for fiscal 1974, the House Appropriations Committee stated that, "This training program does not contribute in any way to the readiness or effectiveness of the military forces."

The committee also noted that similar training was offered by the Veterans' Administration and the Department of Labor. Based on this and other precedents, the Department of Defense considers that there are strict limits to the actions it can properly take in assisting in training and education which is not directly related to the national security mission.

Within these limitations, the Department of Defense stands ready to cooperate fully with the civilian educational community. As I have indicated, much fruitful interchange has occurred in the past, and both the Department of Defense and the civilian educational community have been beneficiaries of this interchange.

In closing, I hope that these brief remarks will be useful to the committee's understanding of training as it is conducted in the Department of Defense. We fully share the committee's objective of providing opportunities for vocational training for the young people of the Nation, and we take pride in the contribution the Department of Defense has made in moving toward this objective.

Chairman **Perkins**. Thank you very much. You have been very helpful.

We will now hear from the Army, General Putnam.

STATEMENT OF MAJ. GEN. GEORGE W. PUTNAM, JR., DIRECTOR OF MILITARY PERSONNEL MANAGEMENT, DEPARTMENT OF THE ARMY

General PUTNAM. Before I read my prepared statement, I would like to introduce Dr. Kanner, who is the educational adviser to the commanding general of our Training and Doctrine Command.

Chairman PERKINS. I would like to ask the military personnel if you have anyone here connected with the administration of the GI bill of rights pursuant to World War II, following World War II, after that enactment?

General PUTNAM. The other individual I would like to introduce is Col. Charles F. Briggs, who is the director of the Education Directorate, Office of the Adjutant General. He is familiar with military educational programs.

Chairman PERKINS. Go ahead.

General PUTNAM. Mr. Chairman, it is a pleasure to appear before your subcommittee today and provide information concerning the Army's education and training system as well as the Army's potential role in support of civilian vocational-technical programs.

At the outset, I would point out that the Army is authorized to provide special or technical services, including vocational training, to State and local units of government, under authority of title III of the Intergovernmental Cooperation Act of 1968—Public Law 90-577.

As required by that law, this training, along with other services provided, is reported annually in a summary report to the Government Operations Committees of both the House and Senate. The type and amount of training support varies from year to year; however, during the past 2 years much of the training has been law enforcement oriented. For example, a number of persons from local jurisdictions have received polygraph operator training at the U.S. Army Military Police School, and last year the Army trained three D.C. Metropolitan Police officers as helicopter pilots.

The offering of vocational training to persons outside the Federal Government is restricted by Public Law 90-577 which limits the provision of services, including vocational training, to that which is not available through "ordinary business channels"; that is, from privately operated trade or technical schools. In all cases, service rendered by the Army require reimbursement.

The Army has for many years played a significant role in supporting the vocational-technical training and skills requirements of the civilian sector. This support has largely been reflected by the extensive numbers of vocationally trained military personnel who enter industry upon discharge from the service.

For example, the electronics industries in the vicinity of Fort Monmouth, N.J., have drawn heavily upon former military personnel who had been trained in various electronic skills by the signal school at Fort Monmouth. Studies done for the Department of Defense estimate that 50,000 Army personnel with vocational skills are absorbed annually by U.S. industry and that this transfer of Army vocational skills to the civilian sector has a value of $1 billion. It is apparent, therefore, that military vocational programs in electronics, automotive, and related mechanical repair skills are relevant to the civilian sector.

The transferability of these programs, however, requires further definition. There is high transferability for trained military personnel entering related civilian areas. The transferability of Army vocational programs of instruction is more difficult but is achievable.

The difficulty stems from the fact that Army training programs reflect Army training and maintenance requirements. To be useful in a civilian sector these programs of instruction would have to be restructured based on the specific civilian needs at which they are aimed.

This "front end" analysis would eliminate materials not relevant to these civilian requirements and very possibly identify the need for additions to existing Army programs to meet civilian needs.

While feasible, additional funds would be required to reshape and restructure Army programs for use in the civilian sector. The cost of restructuring existing courses, however, should prove less expensive than the initiation or development of completely new programs.

The reference to restructuring Army programs for use in the civilian sector is relevant to the U.S. Army's new training approaches and techniques. One of our useful methodologies employs analysis of the maintenance requirements for a specific piece of equipment to produce step-by-step simplified basic directions for such admission.

Job performance aids developed from this approach have improved maintenance by drastically reducing errors. This approach also reduces the level of reading required to the fifth grade level as well as the aptitude scoring level required to assimilate vocational skills.

Perhaps most important, this analysis leads to significant reductions in the amount of training needed to successfully operate, maintain and repair equipment, which are the salient skills to be found in most vocational training programs.

Army experience in the management of training programs should prove useful in the civilian sector. In this instance, management refers to the ways in which training information can be communicated to the student. The Army has an extensive investment in the development of educational technology which has expanded the boundaries of current techniques by providing new and more effective ways of developing and communicating instructional information.

The most recent example of this approach is to be found in the current U.S. Army Training Extension Courses TEC. The program combines these features:

First: Courseware which has been developed using systems engineering techniques to define course objectives, validation, and student participation.

Second: A system for presenting this training instruction to students outside of a formal institution through use of transportable superfilm projection equipment and accompanying study materials. Hundreds of these programs have been developed and thousands of military students worldwide have learned from them.

Development of these programs has led to a new industry in southern California composed of personnel skilled in developing training materials—artists, programers, instructional technologists, and the whole spectrum of those needed to produce effective training instruction.

In short, the civilian sector now possesses a significantly increased potential, stemming from the support of the U.S. Army's TEC program, for applying new techniques in civilian vocational training.

Other examples of Army advancements in educational technology are: (1), the employment of television and television recordings for producing and exporting instructional materials; (2) the development of simulated performance tests for measuring skills in a cost-effective and valid manner; (3) the development of automatic test response and recording procedures aimed at replacing more expensive paper and pencil systems with electronics systems.

The Army continues to review existing training techniques and, when practical, implements new programs to enhance the competence of its soldiers. Increased reliance is being placed on simulative and communicative training devices to teach technical programs of instruction. Most of these initiatives require significant short-term investments, but all are designed to improve training efficiency and effectiveness and reduce long-term costs.

You may be interested to learn that an affiliate of the Educational Resources Information Center, ERIC, of the National Institute of Education recently expressed a desire to make contact with military service educators and service schools to make them aware of ERIC services and to gain access to educational materials, studies, evaluations, and methodologies that are used within DOD.

As many of you are already aware, ERIC is a vast computerized repository of educational information which was conceived in the Office of Education in the mid-1960's as a comprehensive cataloging and retrieval system for providing ready access to educational literature.

The director of ERIC has indicated a desire to include such Department of the Army originated materials as: service school programs of instruction, Army training manuals which deal with instructional methods and educational technology, results of Army-sponsored educational studies and surveys, evaluations of Army education and training programs, educational methodologies used by the Army, and finally, other materials as appropriate which describe the Army education and training programs.

The Adjutant General, Department of the Army, has been designated as the Army point of contact for ERIC and is now communicating with the major Army education and training commands urging cooperation consistent with available time and resources.

In summary, the Army's training system has the potential for significant contributions to the vocational-technical requirements of the civilian sector.

Contributions made by the Army will require assurance that such training is not in direct competition with civilian trade and technical schools. In addition, Army programs of instruction would need restructuring to meet civilian needs, and this, in turn, would require additional funding.

Regardless of these obstacles, the Army stands ready to render whatever assistance we can to help the subcommittee achieve its objectives.

Chairman PERKINS. Thank you very much, General Putnam.

We will now go to Admiral Mitchell.

STATEMENT OF REAR ADM. C. N. MITCHELL, DEPUTY DIRECTOR, NAVAL EDUCATION AND TRAINING, DEPARTMENT OF THE NAVY

Admiral Mitchell. Mr. Chairman, it is a pleasure to appear before you to discuss the Navy's efforts in the vocational and technical training area. I appreciate your interest in how we approach technical training and in our interface with the civilian training world and I will try to cover these points briefly.

We, like the other services, have unique training requirements: for example, there is no civilian market for gunners mates or sonar technicians. Unlike the other services, however, Navy technical training is primarily oriented toward living, operating, and fighting at sea, and from that fact springs a unique philosophy of training.

Ships come in different sizes but they have much in common in requirements. To achieve the mix of training which a large number of different types of ships dictates, the Navy has established over 5,000 specialized courses at 65 schools in technical training. Furthermore, more intensive training has to be provided than in an unconstrained training environment ashore.

In fiscal year 1976 the Navy expects to have 39,798 student man-years of specialized training or 39,798 people on the average each day in specialized training.

Turning to the interface with the civilian world, there are significant areas where we have done this successfully. Firefighting is an important Navy training concern. Many civilian firefighters have been trained at Navy training centers. In the medical area agreements have been made between hospitals and 77 colleges to provide off-hour utilization of facilities. Under the Navy Campus for Achievement, the Navy has been pursuing ways with college associations and the Department of Labor to determine how Navy skills can be matched with civilian requirements. Technical training in the Navy has many matches with vocational training in the civilian sector. The most thorough study of these matches is contained in Operations Research, Inc. [ORI] Technical Reports 764 and 795.

These studies, conducted under the sponsorship of the Office of Naval Research, provide a wealth of information about the relationship between Navy and civilian technical and vocational training. The conclusions show that there is an abundance of commonality between many of the training programs, and with some adjustments the matches can be made entirely compatible.

Much of our training material can be useful in civilian training. Advancement in rating manuals can be purchased from the Government Printing Office, and training films from the National Audiovisual Center.

The Naval Institute has completed a survey of courses to determine what would be suitable for conversion to civilian usage.

There are serious limitations on what we can do, however. Recruiting is cyclic. Some periods we have slack but many times, as now, we have schools on double shift. All our resources are programed.

All our training is related to our mission and requirements. To the extent that these coincide with civilian requirements we can accommodate them, but we have neither license nor resources to deviate from our appointed mission. To sum up, we have been working with the civilian sector in areas where we can. We will continue to do so and will welcome opportunities to do so provided our resources and mission permit.

With regard to what the Navy is doing in vocational training here are a few highlights. We are actively seeking methods of reducing requirements for instructor personnel through increased use of computers. We lean heavily on our job task analysis approach.

This forms a baseline for the training. We break the training into parts, so that the student can operate at his own pace. In the management and tracking we use the computer in computer-managed instruction.

With regard to preparing the student for training and remediation, our approach is to test the recruit when he enters the service and attempt to steer him into an area where he has the motivation to learn and the capacity to advance.

As we have moved from the draft to the all-volunteer force, motivations and ability levels have changed. As we find ourselves in recession, we have no major problems in getting quantity and quality. Our concern is what will happen in the 1980's when the Nation comes out of recession and the available numbers of military-age Americans will be much lower.

We are attempting to study this type of problem, as well as such things as regional or cultural differences in the trainability of individuals, but to date have reached no significant conclusions.

We welcome the opportunity to cooperate fully in any area where a worthwhile exchange can take place and our resources and mission permit.

If the civilian sector desires to approach the military on matters of policy relating to specialized, technical, or vocational training, this should be accomplished at the headquarters level. Arrangements for use of Navy equipment, facilities, curriculums and other materials, once policy issues are solved, can best be handled at the local geographical level and this method is recommended. This will permit the interchange to accommodate specific local problems.

Mr. Chairman, thank you, sir.

[The prepared statement follows:]

PREPARED STATEMENT OF REAR ADMIRAL C. N. MITCHELL, DEPUTY DIRECTOR, NAVAL EDUCATION AND TRAINING

Rear Admiral Mitchell is substituting for Vice Admiral James B. Wilson, the Director of Naval Education and Training and the Chief of Naval Education and Training, who is recovering from a heart attack.

Mr. Chairman, it is a pleasure to have the opportunity to appear before you to discuss the Navy's efforts in the vocational and technical training area. In the light of your responsibility to oversee all domestic education programs, I appreciate your interest in how we approach technical training and in our interface with the civilian training world and I will try to cover these points briefly.

In relating Navy technical training to civilian vocational training the Navy has a special problem. We, like the other services, have unique training requirements—for example, there is no civilian market for gunners mates or sonar technicians. Unlike the other services, however, Navy technical training is primarily oriented toward living, operating and fighting at sea, and from that fact springs a unique philosophy of training.

One way to look at this is by looking at ships themselves. Ships come in different sizes, but they have much in common in engineering, communications, weapons, navigation, housekeeping, damage control and battle requirements. A certain number of specific skills must be present on board each ship whenever it leaves the pier. These skills must be—in effect—poured into the sailors who man the ship. As a general rule, therefore, sailors from small ships need to receive more training than those in large ships. To achieve the complex mix of training which a large number of different types of ships dictates, the Navy has established over 5000 specialized courses at 65 schools in technical training. Furthermore, because of limited berthing space in a small ship, more intensive training has to be provided than would be the case in an unconstrained training environment ashore. To give you an idea of the magnitude of our technical training operation, in the specialized training category—which includes enlisted and some officer courses in skills related directly to their duty assignments—the Navy estimates 648,784 course starts and 620,784 course completions in FY 1976. Some of these courses are as brief as 1 day and others are as long as sixty weeks. When it is averaged out, however, the preponderance is on the short side, and in FY 1976 the Navy expects to have 39,798 student man years of specialized training or 39,798 people on the average each day in specialized training. In general, the more basic the course, the more the participants. Examples include aviation fundamental (15,057 graduates, 23 days) and machinist mate (3,621 graduates, 19 days). As training becomes more advanced course sizes dwindle and training becomes more individualized.

Turning now to the question of interface with the civilian world, there are significant areas where we have done this successfully in the past and are doing it now. Firefighting is an important Navy training concern which has propelled the Navy to the forefront in this important area. Many civilian firefighters have been trained at Navy training centers, and many civilian training centers are modeled after the Navy installations. In the medical area agreements have been made between hospitals and seventy-seven colleges to provide off-hour utilization of facilities and supervised practical experience for students and trainees. Under the aegis of our off-duty educational management system, the Navy Campus for Achievement, the Navy has been vigorously pursuing ways with college associations and the Department of Labor to determine how Navy skills can be matched with civilian requirements and vice versa for accreditation toward degrees, licenses, and other recognized standards of performance.

Much of our training material can be useful in civilian training. Except for classified materials, our advancement in rating manuals can be purchased from the Government Printing Office, and our training films from the National Audiovisual Center. In addition, we are actively developing a capability to provide entire sets of classroom materials for use in civilian educational programs. The Naval Institute has just completed a survey of over 2000 Navy courses to determine what would be suitable for conversion to civilian usage, and has identified 106 for this purpose. The $40,000 for this survey was provided by the Office of Education. The Naval Institute converted all the Navy Basic Electricity and Electronics materials including the student texts, instructor manual, audio-visual materials, etc. We are anticipating that the Institute will gradually convert the 106 courses identified in the survey so that a copy (i.e., the master reproducibles of all printed, audio-visual, and other formats) can be purchased at cost by any educational activity that desires to use it.

There are serious limitations on what we can do, however. We are dependent upon recruiting and this is cyclic. Some periods we have slack but many times, as now, we have large numbers of schools on double or triple shift to handle the loads. All our resources are programmed, and we are hard pressed to accomplish what we consider our minimum requirements in training. Further, all our training is related to our mission and requirements. To the extent that these coincide with civilian requirements, we can accommodate them, but we have neither license nor resources to deviate from our appointed mission. Lest this seem cold let me point out that many of our service people, either voluntarily or as "moonlighters" take their skills into the civilian community to teach, learn and otherwise interact. We encourage the voluntary participation and tolerate the "moonlighting" to the extent that it does not interfere with military duties. This relationship is not limited to those in uniform either. Many wives and dependents are learning and teaching in hospitals across the United States. To sum this up, we have been working with the civilian sector in areas where we can, in ways which we can. We will continue to do so and will welcome opportunities to do so provided our resources and mission permit.

With regard to the question of what the Navy is doing in vocational training here are a few highlights from some of the areas in which we believe you have an interest. We are actively seeking methods of reducing requirements for instructor personnel through increased use of computers. We lean heavily on the techniques developed by behavioral scientists in our "job task analysis approach". In this effort, we examine each required task in detail, break it into its basic parts, and then put it back together as simply as we can. The product then forms a base line for the training. We break the training into modular parts, so that the student can operate at his own pace, eliminating sections he knows and spending more time on those sections where he needs attention. It is in the management and tracking of the various students proceeding at different speeds that we use the computer in Computer Managed Instruction.

With regard to the question of preparing the student for training and remediation, our approach is to test the recruit when he enters the service and attempt to steer him into an area where he has the motivation to learn and the capacity to advance. Remedial education in mathematics and reading is provided as it is needed, but this is a small portion of our effort. Furthermore, as we have moved from the draft to the all volunteer force, motivations and ability levels have changed. Now, as we find ourselves in recession, we have no major problems in getting quantity and quality. Our concern is what will happen in the 1980s when the nation comes out of recession and the available numbers of military-age Americans will be much lower. We are attempting to study this type of problem, as well as such things as regional or cultural differences in the trainability of individuals, but to date, have reached no significant conclusions.

In closing, let me say that we are aware that many of our skill requirements are very close, in some cases, to those in the civilian sector, and in some areas, such as medical technology and the construction areas it is hard to tell where one ends and the other begins. We welcome the opportunity to cooperate fully in any area where a worthwhile exchange can take place and our resources and mission permit.

Chairman PERKINS. Thank you very much.

Our next witness will be from the Marine Corps, General McLennan.

STATEMENT OF BRIG. GEN. KENNETH McLENNAN, DIRECTOR, MANPOWER PLANS AND POLICY DIVISION, HEADQUARTERS, U.S. MARINE CORPS

General McLENNAN. Mr. Chairman and members of the committee, with your permission I would like to submit for the record a statement on Marine Corps skill and vocational training and briefly summarize it.

Chairman PERKINS. Without objection.

[The prepared statement follows:]

STATEMENT OF BRIGADIER GENERAL KENNETH McLENNAN, DIRECTOR, MANPOWER PLANS AND POLICY DIVISION, HEADQUARTERS, U.S. MARINE CORPS

SKILL AND VOCATIONAL TRAINING

Mr. Chairman and Members of the Committee, I am Brigadier General Kenneth McLennan, Director, Manpower Plans and Policy Division, Headquarters, U.S. Marine Corps. I am pleased to appear before you for the first time in regard to skill and vocational-type training conducted by the Marine Corps. My statement will address the Marine Corps skill qualification program and other vocational-type training matters that bear upon civilian vocational education being considered by this committee.

SKILL QUALIFICATION TRAINING

The Marine Corps skill qualification training program is designed to provide officers and enlisted Marines with the skills and knowledge needed to perform the specific jobs to which they will be assigned during their terms of service within the Marine Corps. Skill qualification training consists of both initial and advanced skill training. Initial skill training is given to all enlisted Marines immediatey after the completion of recruit training and to all officers immediately after the completion of their basic officer training. Advanced skill training is conducted later in their careers and provides the technical and leadership skills required in their occupational specialties to qualify them for advancement in grade and the resultant increase in responsibility. Approximately 58,400 Marines will enter initial and advanced skill training courses in FY76.

INITIAL SKILL TRAINING

Entry-level initial skill training represents about 77 percent of the total specialized skill training loads conducted in formal schools in FY76. The specific purpose of this entry-level training is to provide Marines with the necessary knowledge, technical proficiency and professional depth to meet the specific prerequisites for obtaining a primary military occupational specialty. This military occupational specialty, or MOS, defines the individual's occupational or job qualifications and is used to assign a Marine to billets for which he is qualified.

Initial skill training is provided not only through formal school instruction, but also by means of various on-the-job training, or OJT, programs. Approximately 43,800 Marines will enter formal training courses in FY76, whereas about 20,200 Marines will receive that initial skill training in FY76 through an OJT program. The discussions of our skill training programs in the remaining portions of my statement will relate principally to formal training.

FORMAL SCHOOL TRAINING

Formal training is provided to our Marines in Marine Corps schools, other Services' schools and civilian institutions. The Marine Corps fully utilizes formal courses of instruction available from the other Services and sends about 29 percent of the Marines requiring initial skill training to other Services' formal schools. The remaining 71 percent, or about 31,000 Marines in FY76, will attend formal courses of instruction conducted by Marine Corps sponsored schools. We have 9 major Marine Corps installations where the majority of our schools are located. These installations are situated in the states of North and South Carolina, Virginia, Georgia and California.

FORMAL TRAINING COURSE DESIGN

The content of our formal training courses is designed to meet the specific training needs of the Marine Corps. In general, the courses of instruction conducted by the Marine Corps reflect the unique amphibious mission of the Marine Corps. By this I mean that the skills taught and the equipment utilized are those that would be appropriate for Marines in our operating forces, the Fleet Marine Force, while engaged in amphibious operations.

The Marine Corps uses the systems approach for designing formal courses of instruction. The keystone of the systems approach is the task analysis of the jobs to which the trainees will be assigned after completion of their training. Another important aspect of this approach is feedback from the field command about how well the graduate performs in his job and any weaknesses noted in his qualifications for his job. These comments from the field are then evaluated and changes, as appropriate, are made in the course of instruction. As a result, the content of our instruction reflects, no more and no less, the skills needed by the trainees in their first job assignments.

TRAINING TIME AND RESOURCES

Marine Corps training instructors, equipment and facilities are fully utilized in satisfying the specific training requirements of the Marine Corps. Inefficiency in the use of student training time and instructor personnel ultimately represents lower numbers of Marines assigned to the Fleet Marine Force. Staffing of our formal schools reflects the minimum number of personnel needed to handle programmed student loads. As I am sure that you are aware, the Armed Services and Appropriations Committees of the Congress and the Office of the Secretary of Defense continue to review and monitor the formal training conducted by the Services to ensure full utilization of training resources.

I would like to describe for you two typical examples of the use that is made of our training facilities. At the Marine Corps Engineer School located at the Marine Corps Base, Camp Lejeune, North Carolina, the facilities are fully utilized from 0700 in the morning until 1600 in the afternoon. Some remedial training is conducted in the evening; however, since a large portion of the training is conducted outside the classroom, this instruction is normally limited to daylight hours. This school is currently operating at maximum student capacity.

At the Schools Battalion located at the Marine Corps Base, Camp Pendleton, California, the facilities are fully utilized from 0700 in the morning until about 2200 at night. Regular Marine Corps training is conducted until 1700 in the afternoon, after which all available classrooms are used by Chapman College and the Army-Navy Academy of Carlsbad for offduty college and high school classes for Marines, their dependents and civilian employees.

These two schools typify the use that is made of all of our training facilities around the country.

OFFDUTY TRAINING

Participation in offduty training courses either as students or instructors is encouraged by the Marine Corps. This voluntary education program is designed to satisfy both the training needs of the Marine Corps and the educational aspirations of our personnel. For example, Marine Corps instructors and other personnel having special qualifications, when their miiltary duties permit, often teach or assist in conducting offduty classes sponsored onbase or in local civilian institutions. Since this is a voluntary service provided by the Marines involved, we have no statistics of the number of Marines giving of their time in this effort. In regard to students enrolled in offduty education classes, about 13,500 Marines are expected to apply for tuition assistance in FY75. In addition to this number, there are also Marines and their dependents and local civilian employees attending classes in vocational or avocational areas of interest for which tuition assistance is not involved.

One example of an offduty class that is of interest is the automotive mechanics course being taught by Palomar Junior College at Marine Corps Base, Camp Pendleton. This class is being held in the automotive hobby shop onbase. Among those students attending the course are two civilians not associated with the military who were unable to enroll in the course conducted on the Palomar campus.

MARINE CORPS RESERVE

Marine Corps Reserve units scattered around the United States contribute to the educational and vocational experiences of local groups through community action programs. There are 267 Marine Corps Reserve units and staff groups based at 180 Armed Forces, Navy-Marine Corps and Marine Corps-only training centers within the Continental United States and Hawaii. The contributions made by our Reserve units include such diversities as training and leadership assistance to scout troops to technical and construction assistance to student research groups in environmental sciences at a mid-western university.

ASSISTANCE TO LOCAL AND STATE EDUCATIONAL AGENCIES

Within the constraints of our limited resources and extensive training workloads, the Marine Corps may be able to provide additional assistance to local and state educational agencies. Certainly, we are prepred to enter into a dialog with these agencies regarding specific employment training needs of the disadvantaged and handicapped at the local level. Although some skills taught by the Marine Corps appear to be directly transferable to civilian skills, we recognize that these skills may not be needed in the area where the military training is conducted. Some examples of these basic skills are welding, plumbing, automotive vehicle repair and construction equipment operation; however, these courses are now operating at or near maximum student capacities. I feel that identification of potentially transferable skills should be done primarily in connection with the dialog with the local educational agencies. In addition, some of our training installations, such as the Marine Corps Base, Twentynine Palms, California and the Marine Corps Recruit Depot, Parris Island, South Carolina, are located in remote areas where there is not a potentially large civilian training population.

We are also willing to share with local educational agencies the results of any of our training methodology that may benefit their programs. For example, we have had success with performance-type, or "hands-on" training with low aptitude and educationally deprived individuals.

SUMMARY

In summary, the Marine Corps is currently contributing to a limited extent in the skill and vocational training of the civilian community. Our limitations in this effort involve mainly the extensive training workloads for our active and Reserve Marines and the minimum resources that we program to support this training. One of our principal contributions, however, should not be overlooked. We are providing useful skills to Marines, many of whom are from disadvantaged backgrounds, to enable them to enter the civilian job market upon completion of their terms of service.

I would be pleased to try to answer any questions that you may have.

General McLENNAN. My statement addresses our skill qualification training program and other vocational training matters that bear upon civilian vocational education being considered by this committee.

The Marine Corps skill qualification training program is designed to provide officers and enlisted marines with the skills and knowledge needed to perform the specific jobs to which they will be assigned while in the Marine Corps.

It consists of both initial and advanced skill training. Initial skill training is given to all marines, both officer and enlisted, immediately after the completion of their basic training. Advanced skill training normally comes later in their careers and provides them with additional training in their particular occupational field to qualify them for advancement in grade.

Entry level initial skill training represents about 77 percent of our total specialized skill training loads conducted in formal schools in fiscal year 1976. This training is designed to provide marines with the necessary knowledge, technical proficiency, and professional depth to meet the specific prerequisites for obtaining a primary military occupational specialty.

Initial skill training is provided not only through formal school instruction, but also by means of various on-the-job training programs. About 31,000 marines will receive initial skill training in formal courses of instruction conducted in Marine Corps school in fiscal year 1976.

The content of our formal training courses is designed to meet the specific training needs of the Marine Corps and generally reflects the unique amphibious mission of the Marine Corps. We use the systems approach in designing our courses. This approach features job task analysis and field feedback for strengthening the instruction provided in training marines for specific jobs.

We fully utilize the instructors, equipment, and facilities of our training establishment in satisfying the specific training requirements of the Marine Corps. Inefficiency in the use of instructors and student time ultimately represents lower numbers of marines assigned to the Fleet Marine Forces.

Participation in off-duty training courses either as students or instructors is encouraged. This voluntary education program is designed to satisfy both the training needs of the Marine Corps and the educational aspirations of our personnel. These off-duty programs include both tuition assistance programs and other local educational opportunities for which tuition assistance is not involved.

The 267 Marine Corps Reserve units located throughout the United States also contribute to the educational and vocational experiences of local groups through community action programs.

Within the constraints of our limited resources and extensive training workloads, the Marine Corps may be able to provide additional assistance to local and State educational agencies. We are prepared to enter into a dialog with these agencies regarding specific employment training needs of the disadvantaged and handicapped in their areas.

We are also willing to share with these agencies our training methodology that may help their programs.

In summary, the Marine Corps is currently contributing to a limited extent in the skill and vocational training of the civilian community. One of our principal contributions, however, is providing useful skills to our marines, many of whom come from disadvantaged backgrounds, thereby enabling them to enter the civilian job market after their release from active duty.

I would be pleased to answer any questions that you may have.

Thank you very much, Mr. Chairman.

Chairman PERKINS. Thank you very much, General.

Our next witness is from the Air Force, General Lewis.

STATEMENT OF BRIG. GEN. ANDREW P. IOSUE, DEPUTY DIRECTOR, PERSONNEL PROGRAMS, DEPUTY CHIEF OF STAFF, PERSONNEL, HEADQUARTERS, U.S. AIR FORCE

General IOSUE. Sir, I am General Iosue, filling in for General Lewis.

Mr. Chairman and members of the committee, it is certainly a pleasure to have this opportunity to appear before you. As indicated in my prepared statement, which will be submitted for the record——

Chairman PERKINS. Without objection your statement will be included in the record.

[The prepared statement follows:]

PREPARED STATEMENT OF MAJ. GEN. OLIVER W. LEWIS, DIRECTOR, PERSONNEL PROGRAMS, HEADQUARTERS, USAF

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE: This is the first time I have appeared before your Subcommittee. The Directorate of Personnel Programs, DCS/Personnel, has the responsibility for Air Force training, education, and force programs. As a part of that responsibility, we program vocational, occupational, and career education courses to meet Air Force requirements.

The Air Force training and education programs represent a sizable investment. For fiscal year 1976, we have requested from Congress $1.7 Billion, or 5.6% of the total Air Force budget, to support these programs which are essential in preparing our people to properly perform their assigned duties in these times of rapidly advancing technology. This amount is required for our projected training load of 52,000.

In addition to filling Air Force requirements, our training and education programs are important incentive tools. Our enlisted personnel have consistently indicated that opportunity for training and education is the single most important factor (ahead of pay, retirement, and fringe benefits) when deciding on an Air Force career.

Vocational training and education addressed in my statement includes enlisted technical training, related voluntary education conducted by civilian schools, and the integration of this instruction into a meaningful career pattern under the Community College of the Air Force (CCAF). I will discuss each of these programs in the remainder of my presentation.

Training

There are two major areas of enlisted vocational, occupational, and career training in the Air Force. The first of these major areas is initial skill training for our enlisted personnel. We have some 236 courses that average 14.3 weeks in length to train our new enlisted accessions in such areas as aircraft maintenance, computer programming, security police, and refrigeration and air conditioning. As you may surmise many of the aerospace skills are unique to the needs of the Air Force. However, I hasten to point out that approximately 85–90% of Air Force specialized training has relevance to civilian occupations. In fiscal year 1976, we plan to provide initial skill training to over 72,000 personnel.

The next major area of training is referred to as skill progression. This type of training provides our enlisted personnel with the means by which they gain the knowledge to perform at the skilled, advanced, or supervisory level. Factors that necessitate additional formal training are: new equipment, a higher technical competence, and changes in the technological state-of-the-art. In fiscal year 1976 we are programming for 1,600 courses with an average length of 31.6 days. We will train some 70,000 of our personnel in this area in such diverse courses as Nuclear Emergency Team (7 days) and Weather Equipment Repairman (289 days).

Generally, our enlisted training programs are accomplished at one of our five Technical Training Centers. We have grouped like skills where possible to obtain maximum utilization of equipment and personnel. For example, at Keesler AFB, Mississippi, we provide training in the operation and maintenance of communication-electronic systems and equipment. The other Centers and examples of their training programs are:

Chanute AFB, Illinois—Aircraft Maintenance, Motor Vehicle maintenance, Fire Protection, Airframe repair.

Lackland AFB, Texas—Basic Military Training, Security Police, Sentry Dog Handler, Small Arms Instructor.

Sheppard AFB, Texas—Medical, Missile Maintenance, Refrigeration and Air Conditioning.

Lowry AFB, Colorado—Avionics, Intelligence, and Supply.

In addition, certain other medical courses are taught at Brooks AFB, Texas and courses in cryptologic sciences are taught at Goodfellow AFB, Texas.

Air Force training programs are administered using Instruction Systems Development (ISD) principles to insure that they contain precisely what is required to perform the job. ISD is the application of systems logic to training and education. It is an orderly systematic process of developing instructional systems that will provide for the natural development of programmed learning techniques in a systems context. The elements of the ISD process have been defined as: determine exactly the job task, determine the skills already possessed, train only for skills required, use the least cost method, and finally, establish continuous feedback to confirm validity of the process. Results of the ISD application are that each course is structured to contain precisely the required training, training is appropriate to the individual, proficiency is measured against job performance required, and the training is efficient and cost effective. To date, the ISD process has been applied to 634 of our courses and we are currently applying the process to 216 courses. Using the ISD process, we have realized an improvement in the quality of instruction and reduced training time.

Voluntary education

The Air Force is also extensively involved in post secondary technical and occupational instruction through the Air Force Education Services Program. This program, which is managed through education centers on each installation, conducts extensive voluntary, part-time educational activities in cooperation with civilian institutions. The Air Force student is eligible for partial tuition assistance (75% of tuition fees). This tuition assistance is provided from Air Force O&M funds. The 75% limitation is dictated by special provision in DOD Appropriation Act and applies to all services. Military personnel who have completed six months of active duty may also elect to use in-service educational benefits under the GI Bill instead of tuition assistance. Curtailment of either the VA program or our own tuition assistance would severely hurt our voluntary educational programs and impact on our vocational programs. The educational opportunities are made realistic by the work of our education services officers in arranging for the conduct of on-base courses and programs. Until 1971, these programs were predominantly in the liberal arts "academic" areas. During the last four years, however, major stress has been given to the technical/occupational areas. At the present time, almost all major Air Force bases, worldwide, sponsor one or more on-base programs in the occupational education area. Most of these programs are conducted in cooperation with junior and community colleges. Several are offered by four-year institutions. During fiscal year 1973, there were more than 3100 course enrollments by officers and over 38,800 by airmen in technical/occupational programs. Participation for fiscal year 74 showed substantial growth in this area (3,396 officers and 45,613 enlisted course enrollments). The trend continues upward, as is reflected in occupational course enrollments for the first quarter only of fiscal year 75:

TECHNICAL/OCCUPATIONAL CIVILIAN SCHOOL ENROLLMENTS (JULY-SEPTEMBER 1974)

	Course enrollments	Individuals
Enlisted	15,178	10,709
Officer	931	802

At nearly all Air Force installations, it is now feasible for officers and airmen to complete certificate and degree programs with civilian schools from high school completion, occupational and academic associate degrees, to baccalaureate and masters degrees through voluntary off-duty programs. The credits earned in the occupational and lower-division academic programs are fequently applicable to the Community College of the Air Force programs.

Community College of the Air Force (CCAF)

The Community College of the Air Force (CCAF), established in April 1972 and effectively open for student registration in May 1973, provides a visible, accredited vocational training and education opportunity for Air Force enlisted personnel. CCAF effectively ties together vocational training programs conducted at our Technical Training Centers with the voluntary off-duty college-level courses administered under the Education Services Program. The Technical Training Centers which provide the occupational core of the CCAF curriculums are all fully and independently accredited by the appropriate regional accrediting associations. CCAF is itself fully and independently accredited by the Southern Association of Colleges and Schools through its Commission on Occupational Education Institutions.

Each of CCAF's study programs combines offerings of the accredited Air Force technical schools with the offerings of civilian colleges and universities which Air Force personnel attend in their off-duty time. These programs, which lead to the award of the Career Education Certificate, require the completion of a minimum of 64 semester hours in three areas: at least 24 hours in technical education, at least 25 hours in related education, and six hours of management and military science. The related education requirements of each program are carefully selected to complement the technical skills acquired while pursuing the technical education requirements. Furthermore, the CCAF transcript provides impetus for airmen to enroll in local colleges. To date, there have been over 90,000 CCAF tanscripts printed. Over 1500 colleges across the country, representing over 50 per cent of the higher education institutions in the country have used these documents for student placement in their programs.

CCAF is worldwide in scope, offering its study programs and student services to over 500,000 eligible enlisted men and women dispersed among over 200 major and minor installations in the United States and 21 foreign countries. CCAF currently maintains the academic records of over 300,000 personnel, over 14,000 of whom are actively pursuing one of CCAF's more than 80 technical education programs. The number of voluntary registrants is growing at a rate of over 1,000 per month.

Because approximately 85 percent of the Air Force occupations have civilian counterparts, the appropriate path for the technical education of Air Force enlisted personnel somewhat parallels that for members of the civilian community. CCAF programs closely resemble the offerings of the best vocationally-oriented community and junior colleges across the nation.

We know that you are particularly interested in the assistance given by the Air Force to civilian vocational schools. The CCAF has pursued an aggressive program to actively assist post secondary institutions and educational associations in acquiring Air Force curricular materials and in applying the Instructional System Development techniques pioneered by Air Force training personnel. In this regard, CCAF acts as an intermediary and consultant to insure that, to the best of our ability, the vast resource of instructional materials are made available to civilian post secondary institutions initiating similar programs.

The major thrust of the CCAF effort in this respect has been twofold. Acting through the Southern Association of Colleges and Schools' Commission on Occupational Education Institutions (SACS/COEI), CCAF serves in an advisory capacity to a nine-state consortium which has undertaken the development of catalogs of performance-based objectives and criterion measures. CCAF joined this consortium, known as the Vocational-Technical Education Consortium of States (V–TECS), in April 1973 and has hosted or cosponsored five conferences or workshops with consortium personnel, providing valuable assistance to more than 200 educators from the southeastern United States.

The other major role CCAF plays in this area is in acting as a central point for the dissemination of Air Force curricular materials. Current Air Force regulations provide for this sharing of instructional materials with the civilian education community, and CCAF sees this mission as one of returning a resource to the nation. Requests for such materials are increasing dramatically and are allowing civilian institutions to institute technical education programs with minimal course development expenditures. Approximately 150 requests have been received for such materials since 1 January 1973 and the requests for calendar year 1974 were tenfold greater than the previous year.

These requests were in large part stimulated by CCAF participation in and presentations at eleven national and regional education meetings between January 1973 and March 1975. These presentations offered the assistance of the CCAF and the Air Force to those civilian educators hoping to improve and expand their technical education programs. The continued rise in requests and the use of the materials in civilian programs attests to the quality of Air Force technical training and the applicability of CCAF study programs to the needs of enlisted personnel whether they remain in the Air Force for a career or return to the civilian community to practice their Air Force acquired skills.

In summary, Air Force training, voluntary education, and Community College of the Air Force programs are designed to meet our requirements for skilled people to man weapons systems and support positions. At the same time, our programs help the individual to acquire a skill which is marketable both within and outside the Air Force. Finally, we have shared and will continue to share instructional materials and methods with civilian institutions throughout our nation to further our mutual goals.

Mr. Chairman and members of the Committee, that concludes my prepared remarks—I will be pleased to answer any questions you may have.

General Iosue. The directorate of personnel programs is responsible for Air Force training and education. This program represents a sizeable investment. In fiscal year 1976 we have requested $1.7 billion, which represents 5.6 percent of the total Air Force budget.

This amount is required to sustain a training load of about 52,000 personnel.

Enlisted vocational training and education in the Air Force can be divided into two broad categories: technical training or vocational training and voluntary education.

Technical training provides initial skill and advanced skill training to meet Air Force requirements. We have some 1,800 courses which are taught at five technical training centers. Of those who enter the Air Force, 95 percent receive initial skill training; last year that amounted to about 71,000 enlisted personnel. Of the training, 85 to 90 percent is relevant to civilian occupations.

In the area of voluntary education the Air Force is extensively involved in postsecondary education. The educational programs are provided through educational services in cooperation with civilian institutions. To administer this program we have about 200 base-education centers. The centers provide counseling and make arrangements with civilian institutions.

Last year we had over 300,000 enrollments. About one-third of our enlisted force participated.

In the technical and occupational area over 45,000 enrollments were experienced last year.

To tie together technical and vocational training and voluntary education we have the Community College of the Air Force. This was instituted in May of 1973. Its purpose is simple and direct. It recognizes education and training of enlisted personnel and provides credentials in the form of a transcript.

To date, we have issued over 90,000 transcripts and maintained records on over 300,000 personnel.

The Community College of the Air Force links occupational training in the Air Force to civilian postsecondary institutions. It makes available Air Force curriculum materials and instructional materials to civilian institutions. We do not provide visual aids. We have satisfied about 150 requests for materials to date, and these materials have been distributed to 85 schools.

The Community College provides another interface with civilian institutions through the Southern Association of Colleges and Schools and its Commission on Occupational Education. By serving as an adviser for a nine-State consortium, the Community College provides assistance and shares instructional materials.

Mr. Chairman, this concludes my remarks. Thank you.

Chairman PERKINS. Thank you.

Our next witness is Mr. James H. Straubel, executive director of the Aerospace Education Foundation.

Go ahead.

We will question the military before we question Aerospace but we will just hear him.

STATEMENT OF JAMES H. STRAUBEL, EXECUTIVE DIRECTOR, AEROSPACE EDUCATION FOUNDATION

Mr. STRAUBEL. Mr. Chairman, members of the committee, I speak in behalf of the Aerospace Education Foundation. I have been executive director of the foundation since its inception 19 years ago. The Aerospace Education Foundation is a private, nonprofit, nonendowed operational organization, an affiliate of the Air Force Association, but governed by a separate board of trustees comprising leaders in education, science, business, and industry.

Our president is Dr. William L. Ramsey, district director of the Milwaukee Area Technical College. All our officers and trustees serve the foundation as volunteers, without compensation.

I ask permission at this time to present a brief summation of my written testimony to the committee.

[The prepared statement follows:]

PREPARED STATEMENT OF JAMES H. STRAUBEL, EXECUTIVE DIRECTOR, AEROSPACE EDUCATION FOUNDATION

INTRODUCTION

I welcome the opportunity to appear before this Subcommittee to discuss the unique experience of the Aerospace Education Foundation in the field of occupational education.

My name is James H. Straubel, and I have been Executive Director of the Foundation since its inception 19 years ago. The Aerospace Education Foundation is a private, non-profit, non-endowed operational organization, an affiliate of the Air Force Association, but governed by a separate Board of Trustees comprising leaders in education, science, business and industry. Our President is Dr. William L. Ramsey, District Director of the Milwaukee Area Technical College. All our officers and trustees serve the Foundation as volunteers, without compensation.

I congratulate the Chairman on opening these hearings with the observation that "vocational education is the best form of insurance against unemployment ever enacted." Labor Department surveys strongly support that statement.

Yet, in discussing occupational education during a period of high unemployment, with many thousands of skilled people out of work, one must begin with the acknowledgement that being young and skilled—but unemployed—is both a personal tragedy and a national dilemma.

Yet, young people with skills represent, at least, stored-up productivity—a national resource available on call. And for the individual, it leaves room for pride in the past and hope for the future, unfortunate as their current predicament might be.

Being young and *unemployable*—lacking in skills—is an even more tragic waste of human resources. It is dead end. It is a drop-out to the street . . . to a street of hopelessness and despair and, often enough to crime.

We can no longer accept "unemployables" as a fact of life. We must take a whole new look at how we prepare our young people for the world of work.

There is, to be sure, a new awareness of the need to upgrade and modernize the field of Occupational Education . . . but too few examples of successful results.

The education community, by and large, continues to teach so-called "vocational education" in the same old way. Both students and employers too often find it unrelated to job requirements.

This is not the fault entirely of our school systems. Plagued by over-burdened budgets, and limited in staff resources, they are hardly in a position to undertake the monumental tasks involved in the development—from the ground up—of new and changing curriculums and associated instructional systems demanded by our dynamic technological environment.

There is, however, a rich source for many of the new occupational curriculums and associated learning materials. The substantial development costs for these materials are paid for by the taxpayer on a continuing basis. Yet, this vast and rich resource remains virtually untapped by the civilian community.

I refer, of course, to our military establishment—which trains just about every type of skilled or semi-skilled technician that is employed in the civilian job market. For example, 85 percent of the Air Force career specialties have counterparts in civilian life.

The Aerospace Education Foundation has pioneered in making military instructional systems available to civilian schools. We completed, just a few days ago, an inventory of U. S. Navy courses applicable to civilian use—a job done under a subcontract from the U. S. Naval Institute of Annapolis and funded by the Maryland State Vocational Department of Education. The project parallels our inventory of Air Force courses and, like it, will result in an occupational education encyclopedia of great value.

But our experience has been centered in the U. S. Air Force. So it is that my remarks will be concentrated on that educational resource.

I must add that only through the outstanding cooperation of the Air Force at all levels, and its dedicated interest in supporting civilian education, have we been able to conduct the work covered in this testimony.

BACKGROUND

Section 191d of Public Law 90–576 amending the Vocational Education Act of 1963 specifically calls upon the U.S. Commissioner of Education to "survey curriculum materials produced by other agencies of government, including the Department of Defense". This same section of the Law empowers the Commissioner to engage non-profit agencies to conduct such surveys and to promote, as well, "the development and dissemination of vocational education curriculum materials".

In a document released earlier this month—on April 11 to be exact—the Office of Education reviewed what it referred to as "positive steps" taken by the Office, beginning in early Fiscal Year 1968 "toward the further identification, evaluation, dissemination, and adoption of Department of Defense vocational and technical education courses and materials in civilian institutions."

As the non-profit agency engaged by the Office to test, survey and evaluate materials developed by the U. S. Air Force, the Aerospace Education Foundation has specialized in this work for the last eight years. Rather than give you my own report on this activity, I quote again from the April 11 document of the Office of Education as follows:

"The Aerospace Education Foundation conducted a study to determine the feasibility of using portions or all of typical U. S. Air Force courses in comparable civilian institutions. The results of this study provided the rationale for the subsequent evaluation study.

"Later, the Aerospace Education Foundation conducted an evaluation of instructional materials used in Air Force aviation mechanics, electronics technology, and medical technology training programs to determine the effectiveness of their use in civilian institutions. The materials were tested in five different types of institutions in Utah. Unmodified and modified USAF materials were compared to "control groups" consisting of the traditional, civilian materials in use. To minimize bias, the evaluative design and analysis were done by Battelle Memorial Institute. The data showed more then 70% of the USAF materials were highly effective. More than 90% of the students did as well or better in less time using USAF materials than using the traditional materials. As a direct result of this project, a quantity of U. S. Air Force materials are now in use in Utah schools.

"The next study conducted by the Aerospace Education Foundation consisted of an inventory of USAF Vocational Course Materials for Possible Adoption to Civilian School Systems. The project staff assembled a team of 15 nationally recognized vocational educators. The team visited Air Force installations, looked at training films, etc., and identified 26,800 units of instruction in 82 different U. S. Air Force training programs that, in the judgment of the panel of experts, could be used in civilian schools with little or no modifications of the Air Force instructional systems.

"A continuation of the preceding project provided for a planning grant to create the design for and to test the effectiveness of a Clearinghouse through which U. S. Air Force vocational-technical courses and materials could be made available to civilian schools. A design feasibility study was started and the effectiveness of the design was tested using materials from seven different Air Force instructional systems. Among other conclusions, the report notes the system permits the acquisition of the materials from the Air Force, reproduction of the materials at the Clearinghouse, and dissemination of the materials to the requesting institution for slightly more than $5.00 per instructional unit compared to approximately $20,000 to develop, evaluate and disseminate a new unit covering the same content."

Along the way the Office accepted our conclusion, based on the 18-month pioneering experiment in Utah, "that Air Force materials can be used with at least the same effectiveness in a large number of schools other than those in Utah," and proudly announced in a nationwide HEW press release the potential of adapting military educational materials for civilian use. Further, a report on our Utah project was published in an Office booklet as one of the five most innovative and effective vocational education programs developed with Office support. That was in March of 1971.

The Commissioner of Education at the time, S. P. Marland, Jr., had noted in a public statement that "Extraordinary instructional materials have been developed by the Department of Defense," and added, "No systematic arrangement exists for their adaptation and articulation with the school systems of the country."

Having surveyed, identified, tested and evaluated—with good results—that was our logical next step.

In our plan for a Clearinghouse to disseminate Air Force vocational-technical courses, we had developed as Commissioner Marland put it, the first "systematic arrangement" to get military materials into civilian classrooms.

Early in 1971 the Office of Education had informally advised us that $500,000 would be available for an initial 18-month project which would permit the establishment of reproducibles—films, slides, charts, printed matter, etc.—for making available to civilian schools, 42 Air Force courses covering 15,200 hours of instruction plus a preview collection for each course.

But, meanwhile, a new administration had taken over in the vocational division of the Office and, for the first time, skepticism prevailed about our program—and about military courses in general. A new evaluation of the Utah project was called for. An OE review team went to Utah and Dr. Ted Bell, then an Associate Commissioner, made the unprecedented request to have me go along as an observer.

The review team grilled all of the Utah teachers who had been involved in the experiment with Air Force courses, heard one teacher testify that with the Air Force electronics course, because it is so highly visual, he could run two classes concurrently, without additional help, could give more personal attention to slow learners, and that, as a result, he had achieved his ambition of becoming a classroom manager. The review team saw how a demonstration of the Klystron, normally a three hour exercise—one hour for setup, one hour for the demonstration, and the third hour for teardown—could be accomplished more effectively with an eight-minute animated film developed by the Air Force, with no setup or tear-down time involved.

In its report the OE review team stated that the Air Force instructional system, as confirmed in each instance by two of the three members of the team, had the following demonstrated advantages over the conventional course:

—Allows more instructor time for individualized attention to students,

—Permits student self-tutoring and self-paced remedial work,

—Increases teacher production,

—Generates a faster learning pace,

—Provides greater retention,

—Serves as a positive factor in unifying secondary and post-secondary school curriculums.

Yet, despite these findings—which would be cherished by any good educator—the head of the review team, then Chief of OE's Division of Vocational and Technical Education, concluded his written report with this bureaucratic verbage:

"The implications for future commitment and support through investments for further development of curriculum materials and possible dissemination through a clearinghouse yet to be established go beyond our present and foreseeable budgetary capabilities."

Yet, during the next year, the Office of Education made direct grants of some $6,000,000 to originate new vocational education curriculum development projects in exactly the same subject areas covered by the fully developed and validated instructional systems outlined in our Air Force Inventory.

In my report of July 31, 1971, covering our plan for the reproduction and dissemination of Air Force courses, I said it was a *final* report, not only to the extent that the planning phase of the project has been completed, but also because of the negative conclusion of the Utah Review Team. I added:

"Thus, after spending more than $300,000 in a four-year continuing project to reach the point of dissemination, the Office of Education would foreclose the transfer of vocational-technical course materials from military to civilian classrooms.

"This foreclosure would occur in the face of evidence from 41 of the 50 state directors of vocational education which reveals their very limited access to military resource material, their strong desire for more of this resource, and their high priority interest in 'a national system for disseminating military resource information.'" I was referring to the results of a nationwide survey by the Virginia Polytechnic Institute.

Only through the intercession of Dr. Bell was the review team's stop order overruled, and a compromise plan adopted. It included a grant of $65,252 which permitted reproduction of the materials for seven Air Force courses—solely for preview and evaluation purposes. This funding grant, believe it or not, specifically prohibited dissemination.

We completed this project in the spring of 1972. The Office of Education selected three specialists from its Curriculum Development Centers to evaluate our efforts. Each gave us high marks on both the content of the material displayed and the system we had devised for collecting, reproducing and demonstrating it.

Despite repeated appeals to the Office to capitalize on its investment and get Air Force courses into civilian schools, three years passed without further action from the Office of Education.

Then, on April 11 of this year, came the document from which I have quoted. It is a Request for Proposals from the Occupational and Adult Education Branch of the Office of Education—an RFP calling for "the design of a System with alternative approaches for identifying, evaluating and disseminating curriculum materials developed by the Department of Defense for utilization by the Nation's civilian education programs through linkage with existing national, state, and local systems." The design, or plan, in everyday English, is due 12 months from the contract date.

So, seven years after our Foundation had, to OE's satisfaction, identified, researched, tested, evaluated and demonstrated the merits of military courses for civilian use, the Office was back to identifying, researching, testing, evaluating and demonstrating the same material once again.

And with the normal time it takes to select the contractor and assess his results, plus the year allowed to complete this planning project, you can bet that it will be some 18 months before funding may become available to implement the plan through dissemination.

If funding is then available, and the normal time lag for a new RFP prevails—this last one was at least a year in the making—it will be another 18 months before civilian students will be exposed to more military courses in occupational education.

I say *more* military courses because we couldn't live with the "demonstrate but don't disseminate" edict of three years ago.

Without Office support, strictly as a private venture, we took on the dissemination task—if for no other reason than to prove a point: that Air Force courses, already validated on the job by the military, and adequately evaluated in civilian life, deserved circulation—because the schools needed them and the students deserved them. It was a test, more or less, and therefore has never had more than a low key promotion effort.

We started out with seven Air Force instructional systems: auto/truck mechanical—medical service fudamentals—nurses aide—food inspector—structural engineering assistant—aircraft maintenance fundamentals—and apprentice carpenter.

A few months later the Department of Interior came to us and explained that it was involved in the conversion from mechanical to electronic equipment for its widespread testing and measurement activities. The Department needed an electronics course to train its field engineers throughout the country and had selected the Air Force course as being best suited for its requirements. We made arrangements for the Department to reproduce the many videotapes used in the course. In recognition of our assistance, the Department agreed to reproduce an extra set of videotapes for our use at only the cost of the raw stock involved. The other materials used in the course system were collected and reproduced at our expense. Thus, we were able to add the huge Air Force course in basic electronics as our eighth instructional system. (As an aside, we are proud of the Department of Interior for its use of existing instructional material rather than developing it from scratch. The wheel is re-invented so often in the field of education, and so consistently at the taxpayers' expense, that this was a refreshing and welcome move by a government agency).

Since January of 1973, more than 300 school systems in 45 states, Puerto Rico and Canada, have purchased, through our Foundation—on a nonprofit, cost of reproduction and handling basis—these eight courses of instruction developed by the Air Force. With multiple purchases by many schools, it adds up to the dissemination of more than 700 course packages—representing more than 150,000 hours of instruction.

Now this may seem to be only a drop in the huge educational bucket, but its importance lies in the fact that this sort of thing has never happened before. In explanation: While in its new RFP the Office of Education cites the Northwest Regional Laboratories as a source for military instructional materials, this project—discontinued some three years ago—concentrated on the cataloging of

U.S. Navy training aids with such sources as the GPO for printed material, the Navy Training Aids Center for still visuals and the National Audio Visual Center for films, etc. The other so-called source cited in the RFP is the American Council on Education for its new edition of the "Guide to the Evaluation of Educational Experiences in the Armed Services." This project had nothing to do with disseminating instructional material to school systems.

In our program, we had to prove to the educational community, particularly the Office of Education, the usefulness of these Air Force courses in civilian settings—at a time, I might add, when the civilian image of the military was at its lowest ebb. As the Foundation moved from the research and development stage to actual dissemination, we deliberately placed a price tag, however nominal, on the Air Force material, primarily to prove a point—namely, that in our type of society the best way to judge the value of a product is to demonstrate the willingness of people to put money on the line for it. Charging a nominal fee for instructional materials is normal for OE's Curriculum Development Centers, and is provided for in the new RFP.

Our program represents the first nationwide effort to transfer, not merely educational materials, but complete instructional systems, from military to civilian classrooms.

OPERATIONS AND RESULTS

In considering the military establishment as a source for civilian courses in occupational education, one must take a new look at military installations. The average Air Force base, for example, usually is envisioned as a maze of runways and aircraft or an underground network of missile silos. But each military base is a live and functioning community which has all the characteristics of the normal American city. On every military base you will find highways, post offices, repair shops, hospitals, water and sewage systems, power plants, computer operations, etc.

Thus, the military must train people in such job skills as welding, firefighting, warehousing, laboratory technician work, vehicle maintenance, water treatment, laser work, law enforcement, etc.

In the Air Force, training is accomplished through a process called Instructional Systems Development, or ISD. It was first applied in a big way during Air Force-Industry developments which led to the Apollo series that put men on the Moon. Now ISD is applied to curriculum development.

ISD is based on the systems approach to problem solving. Under the Instructional Systems Development process, the Air Force has, for every job, a fully developed and validated instructional system. Each system has performance objectives that are based on a scientific task analysis of on-the-job requirements, and on feedback from job experience.

Keyed to these objectives, in a logically sequenced order, are carefully planned texts, workbooks, motion pictures, TV tapes, hand-on exercises, demonstration units and other learning materials . . . all designed to give the student the essential job skills in the shortest possible time and with the highest possible rate of retention.

Each one of these instructional systems is the product of thousands of hours of painstaking and highly thoughtful labor on the part of special teams, skilled in the techniques of ISD. The taxpayer has invested heavily in this military experience. Why not take advantage of it?

In fact, the American citizen is paying three or four times to get one educational job done. He pays through local and/or state and federal taxes to produce applicants for industry who too often need additional skill training—basic education in addition to specialized on-the-job training—in order to meet industry's requirements. Thus, the citizen pays again, as a consumer, as industry marks up its prices to include its educational investment.

Curriculum development in occupational education, starting from scratch, costs from $4,000 to $6,000 per hour of instruction, according to Office of Education estimates. The Foundation has proved that the job can be done, with military materials, for a minute fraction of such costs. As a matter of fact, current costs to collect and process materials from a typical military course are approximately $50 per hour of instruction. To reproduce these materials and place them in civilian classrooms, it costs approximately $10 per hour of instruction. Under these circumstances it seems almost scandalous not to take advantage of what the military has to offer.

At this point, it is imperative that we dispel one possible misconception concerning the availability of military materials. One does not simply walk up to the counter and ask for the finished package off the shelf. Certainly, under the Freedom of Information Act, the military services are required to furnish one copy of their printed materials upon request, but the course as a whole is not a neatly wrapped product ready for wide consumer distribution. It is impossible, monetarily, for the military services to provide complete systems, particularly the visuals, upon demand.

To maintain the integrity of an Air Force instructional system and get the results desired, the system must be kept intact. This requires a great deal of time and effort, and a fair amount of expertise and experience in mastering the course for reproduction and eventual civilian use. Only our Foundation has had experience in this kind of work.

As an example of the problems involved, the materials must be edited to eliminate military jargon and materials peculiar to the Air Force. Each training aid and piece of equipment used must be discussed with the instructor to determine if it is absolutely necessary to teach the course, and if it is obtainable in the civilian market. In some cases, complete courses must be eliminated because of the extreme equipment requirements. Very few schools, for example, can afford a cryogenic fuel plant, as required for one Air Force course.

To collect the materials trained teams must be sent to military bases with a variety of equipment to reproduce master copies of all elements of each course. They stay off-base in local motels and shuttle back and forth to the bases, usually at odd hours so as not to interfere with the military mission, working around the instructors who are using the materials to teach the courses.

Although the great bulk of the material is in the public domain—each element must be reviewed for proprietary materials to preclude possible copyright infringements.

This is what it takes to dig out, so to speak, military education materials for civilian use.

Now, what about effectiveness of these courses in civilian settings? To begin with, Air Force courses are unique in that each includes a complete "Plan of Instruction" or POI which spells out sequentially the learning objectives for each module in each system, with support materials and instructional methodology keyed to the objectives. These POIs must be edited to eliminate materials not applicable to the civilian educational community, such as: Air Force organization and operations, security matters, Air Force nomenclature and procedures, and other data pertaining solely to the military. In addition, military jargon and abbreviations must be eliminated. For example, a notation of 3ABR40230 SG/WB must be translated into civilian terms—namely, a Study Guide and Workbook.

As a result of the Foundation's dissemination program, dozens of civilian school systems are using these Plans of Instruction—as a starting point—to catalog occupational objectives, or as curriculum guides. Since the writing of effective performance objectives is a difficult task at best, these schools are finding that months of hard work and sizable sums of money are being saved in the process. An Occupational Resource Center in the East, referring to them as a "gold mine," has purchased the Plans of Instruction for all 82 of the Air Force courses we have inventoried.

Other schools, plus a few industrial firms, have plunged directly into curriculum development. A northeast College of Applied Arts and Technology is using the Air Force Food Inspectors' Course as the basis for a new four-semester course in Food Inspection. An Eastern county school system is using the Air Force auto-truck mechanic course in mini-packages for its adult education program. A Western community college, aided by a state grant, has individualized the Air Force machinist's course for use in six community colleges. A U.S. Steel plant is using the Air Force auto-truck mechanic course to train maintenance and repair personnel. And the Chrysler Corporation has used the same course as a basis for developing a full curriculum for its automotive technology institute in Detroit. From an instructional materials laboratory in the Midwest has come a report that the Air Force Apprentice Carpenter course is being adapted to the institution's apprenticeship program and that, following the adaptation, the same program will be expanded to meet the requirements of its two-year secondary vocational curriculum.

To date, the value of Instructional Systems Development in civilian settings has best been demonstrated by the Air Force course in "Electronic Principles". This course totals 513 hours, presented in ten sequenced modules, each of which can be utilized as an individual course. The modules range from basic electron theory to micro-wave principles. The complete system includes 115 programmed video tapes, over 1500 slides, and more than 2500 pages of printed material (student texts, workbooks, reference tables, etc.). The course contains no proprietary material.

In Utah today the Air Force electronics course—purchased with state funds—has been phased into a state-wide curriculum to replace the conventional course, and has become the basis for an articulated electronics curriculum between secondary and postsecondary schools. The first two blocks are taught in 23 high schools and the remainder in post-secondary schools. It is featured in a mobile classroom which reaches isolated rural areas of Utah. It was used to update teachers through a statewide educational television series emanating from the University of Utah.

Meanwhile, the Department of the Interior reports that the course has been extremely successful, that about 100 employees have completed it and another 100 are going through the course at the present time. Much time and money has been saved using this course, according to the Department.

Collins Radio, a manufacturer of sophisticated electronic equipment, purchased the Electronic Principles course for inservice training—which is the equivalent to a Good Housekeeping stamp of approval.

The South Carolina Department of Educational Technology, working with Piedmont Technical College in that state, after searching nationwide for an appropriate course, purchased the first two blocks of the Electronic Principles course and is using them effectively as core curricula for various disciplines. The Department has made arrangements for all technical and comprehensive schools in South Carolina which teach Direct Current and Alternating Current to review the Piedmont Technical College Program. Plans are underway to their specific instructional needs. South Carolina reports that more than $90,000 was saved by adapting the Direct and Alternating Current Blocks of the Air Force Electronic Principles to their system rather than developing them from scratch.

In this immediate area, Prince Georges Community College, in Largo, Maryland purchased the same two blocks, Direct Current and Alternating Current, of the Air Force Electronic Principles course, individualized them and is successfully utilizing them in a self-paced course. We have been informed that much time and money has been saved by doing this rather than "reinventing the wheel" at great costs.

The Utah State Department of Vocational Education reports that the following additional Air Force courses are being incorporated into their school system: machine shop, welding, sheet metal, plumbing, masonry, hydraulics, and diesel mechanic.

All this represents just a cross section of the use being made of Air Force instructional systems through our Foundation program. It reveals, I believe, that the need has long since passed to evaluate and re-evaluate these materials as the new RFP would have us do. This applies, Mr. Chairman, to your great state of Kentucky where the Clinton County Vocational School in Albany and two other schools within the 14th region of Kentucky have adapted 75% of the Air Force Apprentice Carpenter Course to their carpentry curriculum. This course deals primarily with framing, interior and exterior finishing, concrete work and cabinet work. Further, the carpentry instructor at the Knox County Vocational Education Center at Barboursville, Kentucky, reports that he is using all of the lesson plans and approximately 70% of the Air Force carpentry course. The instructors in both schools look forward to the state adopting the Air Force course for all of its Regions.

These school systems and their instructors welcome the availability of job-validated courses in occupational education developed by the Air Force. They don't need a group of PhD's to re-evaluate the material. They can mould it to meet their specific requirements, as evidenced in the examples just cited . . . and can do so without fear of copyright infringement, because it is in the public domain. In the process it becomes—not a military instructional system—but "my course", as the teachers in Utah and dozens of other states tell us—and we welcome that. They, in turn, welcome the low cost of the material as they fight the battle of tight budgets. And the taxpayer can rightfully call it "my course" because he has paid for its development and, with its civilian adaptations, he can get double-duty out of his defense dollar.

And yet, with all this, we have barely scratched the surface of this vast military resource in occupational education. Request after request from schools must be turned down—because the military courses they desire are not available to them.

Only eight Air Force courses are available to civilian schools—and now, with the Naval Institute offering the Navy-developed electronics course—a ninth military instructional system has been added.

It is estimated that 300 military courses in occupational education are adaptable for civilian use.

Only nine are available.

Not much progress in more than a decade since the Congress, in amending the Vocational Education Act of 1963, encouraged the dissemination of military-developed instructional materials.

Not much of a record at a time when career education, vocational-technical education, or occupational education—call it what you will—is being heralded as the trend of the day.

So many words being said about it—and such little action—as our tax money is used to survey the surveyed, research the researched, test the tested, evaluate the evaluated . . . while more and more unskilled dropouts—the "unemployables"—hit the street.

What the country needs in occupational education is less planning grants and more *action* grants.

I hope and pray that this Subcommittee, in its wisdom, can help give our young people just that.

Thank you.

Mr. STRAUBEL. The foundation has pioneered in making military instructional systems available to civilian schools. We completed, just a few days ago, an inventory of more than 100 U.S. Navy courses applicable to civilian settings—a job done under a subcontract from the U.S. Naval Institute of Annapolis and funded by the U.S. Office of Education through the Maryland State Vocational Department.

The project parallels our inventory of Air Force courses and is the first step in the dissemination of Navy materials for civilian use.

But our experience has been centered in the U.S. Air Force, so it is that my remarks today will be concentrated on that educational resource.

In a document released earlier this month—on April 11, to be exact—the Office of Education reviewed what it referred to as "positive steps" taken by the Office, beginning in fiscal year 1968, toward what the Office called "the further identification, evaluation, dissemination, and adoption of Department of Defense vocational and technical education courses and materials in civilian institutions."

Members of the committee, rather than give you my own report on our part in this activity since late 1967, I quote from the April 11 document of the Office of Education, as follows:

> The Aerospace Education Foundation conducted a study to determine the feasibility of using portions, or all, of typical U.S. Air Force courses in comparable civilian institutions.
>
> Later, the Aerospace Education Foundation conducted an evaluation of instructional materials used in Air Force aviation mechanics, electronics technology, and medical technology training programs, to determine the effectiveness of their use in civilian institutions.
>
> The materials were tested in five different types of institutions in Utah. Unmodified and modified Air Force materials were compared to 'control groups' consisting of the traditional, civilian materials in use. To minimize bias, the evaluative design and analysis were done by Battelle Memorial Institute.
>
> The data showed more than 70 percent of the Air Force materials were highly effective. More than 90 percent of the students did as well or better in less time using Air Force materials than using the traditional materials.

The next study conducted by the Aerospace Education Foundation consisted of an inventory of Air Force Vocational Course Materials for Possible Adoption to Civilian School Systems. The project staff assembled a team of 15 nationally recognized vocational educators.

The team visited Air Force installations, looked at training films, et cetera, and identified 26,800 units of instruction in 82 different Air Force training programs that, in the judgment of the panel of experts, could be used in civilian schools with little or no modifications of the Air Force instructional systems.

A continuation of the preceding project provided for a planning grant to create the design for, and to test the effectiveness of, a Clearinghouse through which Air Force vocational/technical courses and materials could be made available to civilian schools.

A design feasibility study was started and the effectiveness of the design was tested, using materials from seven different Air Force instructional systems. Among other conclusions, the report notes that the system permits the acquisition of the materials from the Air Force, reproduction of the materials at the Clearinghouse, and dissemination of the materials to the requesting institution.

So stated the venerable U.S. Office of Education in its April 11 document.

Along the way the Office accepted our conclusion, based on the 18-month pioneering experiment in Utah, "that Air Force materials can be used with at least the same effectiveness in a large number of schools other than those in Utah," and the Office proudly announced in a nationwide press release the potential of adapting military educational materials for civilian use.

Further, a report on our Utah project was published in an Office booklet as one of the five most innovative and effective vocational education programs developed with Office support. That was in March of 1971.

During that time period the Office of Education had informally advised us that $500,000 would be available for an initial 18-month project which would permit the establishment of reproducibles—films, slides, charts, printed matter, et cetera—for making available to civilian schools, 42 Air Force courses covering 15,200 hours of instruction plus a preview collection for each course.

At last—we thought—we were on our way to the classroom, to the young people who needed the material.

But meanwhile a new administration had taken over in the vocational division of the Office and, for the first time, skepticism prevailed about our program, and about military courses in general. A reevaluation of the Utah project was called for and an OE review team went to Utah and interviewed all the teachers who had used Air Force materials in our experiment.

In its Utah report the OE review team stated that the Air Force instructional system had the following demonstrated advantages over the conventional course:

—Allows more instructor time for individualized attention to students,
—Permits student self-tutoring and self-paced remedial work,
—Increases teacher production,
—Generates a faster learning pace,
—Provides greater retention,
—Serves as a positive factor in unifying secondary and postsecondary school curriculums.

Despite these findings—which would be cherished by any good educator—the head of the review team, then Chief of OE's Division of Vocational and Technical Education, concluded his written report with this bureaucratic verbiage:

> The implications for future commitment and support through investments for further development of curriculum materials and possible dissemination through a clearinghouse yet to be established go beyond our present and foreseeable budgetary capabilities.

Yet, during the next year, the Office of Education made direct grants of some $6 million to originate new vocational education development projects in the same subject areas covered by the fully developed and validated instructional systems included in our Air Force inventory.

Only through the intercession of Dr. Ted Bell, then an Associate Commissioner, was the review team's step order overruled and a compromise plan adopted. It included a grant of some $65,000 which permitted reproduction of the materials for seven Air Force courses—but solely for preview and evaluation purposes. This funding grant specifically prohibited dissemination.

We completed this project in the spring of 1972. The Office of Education selected three specialists from its Curriculum Development Centers to evaluate our efforts. Each gave us high marks on both the content of the material displayed and the system we had devised for collecting, reproducing, and demonstrating it.

Despite repeated appeals to the Office to capitalize on its investment and get Air Force courses into civilian schools, 3 years passed without further action from the Office of Education.

Then, on April 11 of this year, came the document from which I have quoted. It is a "Request for Proposals" from the Occupational and Adult Education Branch of the Office of Education—an RFP calling for, as it states, "the design of a system, with alternative approaches, for identifying, evaluating, and disseminating curriculum materials developed by the Department of Defense for utilization by the Nation's civilian education programs through linkage with existing national, State and local systems."

The design, or plan, in everyday English, is due 12 months from the contract date.

So, 7 years after our foundation had, to OE's satisfaction, identified, researched, tested, evaluated, and demonstrated the merits of military courses for civilian use, the Office was back to identifying, researching, testing, evaluating, and demonstrating the same type of material all over again.

And with the normal time it takes to select the contractor and assess his results, plus the year allowed to complete this planning project, you can bet that it will be some 18 months before funding may become available to implement the plan through dissemination.

If funding is then available, and the normal time lag for a new RFP prevails—this last one was at least a year in the making—it will be another 18 months, or a total of 3 more years, before civilian students will be exposed to more military courses in occupational education.

I say more military courses because we couldn't live with the "demonstrate but don't disseminate" edict of 3 years ago. Without Office support, strictly as a private venture, our foundation took on the dissemination task—within our limited capabilities.

We have offered the Nation's schools eight Air Force instructional systems: auto/truck mechanic, medical service fundamentals, nurses aide, food inspector, structural engineering assistant, aircraft maintenance fundamentals, apprentice carpenter, and electronic principles.

Since January of 1973, more than 300 school systems in 45 States, Puerto Rico and Canada, have purchased, through our Foundation—on a nonprofit, cost of reproduction and handling basis—these eight courses of instruction developed by the Air Force. With multiple purchases by many schools, it adds up to the dissemination of more than than 700 course packages, representing more than 150,000 hours of instruction.

Now this may seem to be only a drop in the huge educational bucket, but our program represents the first nationwide effort to transfer, not merely educational materials, but complete instructional systems, from military to civilian classrooms.

The taxpayer has invested heavily in this military experience. Why not take advantage of it?

In fact, the American citizen most often is paying three or four times to get one educational job done. He pays through local and/or State and Federal taxes to produce applicants for industry who usually need additional skill training—basic education in addition to specialized training—in order to meet industry's job-entry requirements.

Thus, the citizen pays again as a consumer when industry adjusts its prices to include its educational investment.

Curriculum development in occupational education, starting from scratch, costs from $4,000 to $6,000 per hour of instruction, according to Office of Edupcation estimates. The foundation has proved that the job can be done, with military materials, for a minute fraction of such costs.

As a matter of fact, current costs to collect and process materials for a typical military course are approximately $50 per hour of instruction. To reproduce these materials, and place them in civilian classrooms, it costs the schools approximately $10 per hour of instruction.

Under these circumstances, it seems almost scandalous not to take advantage of what the military has to offer.

This requires a great deal of time and effort and a fair amount of expertise and experience in mastering the course for reproduction and eventual civilian use. Only our foundation has had experience in this kind of work.

As an example of the problems involved, the materials must be edited to eliminate military jargon and materials peculiar to the Air Force. For example, a notation of 3ABR40230 SG/WB must be translated into civilian terms—namely, a "Study Guide and Workbook for the Bio-Medical Equipment Repairman Course."

Each Air Force "Plan of Instruction" must be edited to eliminate materials not applicable to the civilian educational community, items such as: Air Force organization and operations, security matters, Air Force nomenclature and procedures, and other data pertaining solely to the military.

Although the great bulk of the material is in the public domain, some of it is not, so each element must be reviewed for proprietary materials to preclude possible copyright infringements.

Each training aid and piece of equipment used must be discussed with the instructor to determine if it is absolutely necessary to teach the course and if it is obtainable in the civilian market. In some cases, complete courses must be eliminated because of the extreme equipment requirements. Very few schools, for example, can afford a cryogenic fuel plant, as required for one Air Force course.

To collect the materials, trained teams must be sent to military bases with a variety of equipment to reproduce master copies of all elements of each course. They stay off base in local motels and shuttle back and forth to the bases, usually at odd hours so as not to interfere with the military mission, working around the instructors who are using the materials to teach the courses.

This is what it takes to dig out, so to speak, military education materials for civilian use.

Now, what about the effectiveness of these courses in civilian settings? Here are just a few examples:

—A northeast college of applied arts and technology is using the Air Force food inspectors' course as the basis for a new four-semester offering in food inspection.

—An eastern country school system is using the Air Force auto-truck mechanic course in minipackages for its adult education program.

—A western community college, aided by a State grant, has individualized the Air Force machinists' course for use in six community colleges.

—A U.S. steel plant is using the Air Force auto-truck mechanic course to train maintenance and repair personnel.

—And the Chrysler Corporation has used the same course as the basis for developing a full curriculum for its automotive technology institute in Detroit.

Chairman **Perkins**. If I may interrupt you, I think business in general has copied more of your courses than they have from our regular vocational schools in the country, the larger industrial areas. I hate to say that, but I think that really the facts bear that out.

Go ahead.

Mr. **Straubel**. An instructional materials laboratory in the Midwest is adapting the Air Force apprentice carpenter course for its apprenticeship program.

To date, the value of Air Force instructional systems in civilian settings has best been demonstrated by the 10-module Air Force course in electronic principles. Here are just two examples:

In Utah today the Air Force electronics course—purchased with State funds—has been phased into a statewide curriculum to replace the conventional course and has become the basis for an articulated electronics curriculum between secondary and postsecondary schools.

The first two modules are taught in 23 high schools and the remainder of the course in several postsecondary schools. It is featured in a mobile classroom which reaches isolated rural areas in Utah. It was used to update teachers through a statewide educational television series emanating from the University of Utah.

The South Carolina Department of Educational Technology, working with Piedmont Technical College in that State, after searching nationwide for an appropriate system, purchased the first two modules of the Air Force electronics course and is using them effectively as core curricula for various disciplines.

The Department has made arrangements for all technical and comprehensive schools in South Carolina which teach direct current and alternating current to review the Piedmont Technical College program. Plans are underway to work with interested schools to adapt the Piedmont program to their specific instructional needs.

South Carolina reports that more than $90,000 was saved by adapting the direct and alternating current modules of the Air Force course to their system rather than developing them from scratch.

These few examples, plus those documented in my written testimony, make clear, I believe, that the need has long since passed to evaluate and reevaluate these materials as the new RFP of the Office of Education would have us do.

This applies, Mr. Chairman, to your great State of Kentucky where the Clinton County Vocational School in Albany and two other schools in the 14th region of Kentucky have adapted 75 percent of the Air Force apprentice carpenter course to a carpentry curriculum. This course deals primarily with framing, interior and exterior finishing, concrete and cabinet work.

Further, the carpentry instructor at the Knox County Vocational Education Center at Barboursville, Ky., reports that he is using all the lesson plans and approximately 70 percent of Air Force carpentry course.

The instructors in both of these schools look forward to the State adopting the Air Force program for all of its regions.

School systems and their instructors welcome the availability of job-validated courses in occupational education developed by the Air Force. They don't need a group of Ph. D.'s to reevaluate the material. They can mold it to meet their specific requirements, as evidenced in the examples just cited and can do so without fear of copyright infringement because it is in the public domain.

In the process it becomes, not a military instructional system but "my course," as the techers in Utah and dozens of other States tell us, and we welcome that. They, in turn, welcome the low cost of the material as they fight the battle of tight budgets.

And the taxpayer can rightfully call it "my course," because he has paid for its development and, with its civilian adaptations, he can get double duty out of his defense dollar.

And yet, gentlemen, we have barely scratched the surface of this vast military resource in occupational education. Request after request from schools must be turned down because the military courses they desire are not available to them.

Only eight Air Force courses are available to civilian schools—and now the Naval Institute, with our operational support, is offering the Navy-developed electronics course, so a ninth military instructional system has been added.

It is estimated that 300 military courses in occupational education are adaptable for civilian use. Only nine are available.

Not much progress in more than a decade since the Congress, in amending the Vocational Education Act of 1963, encouraged the dissemination of military-developed instructional materials.

So many words being said about it—and such little action—as our tax money continues to be used to survey the surveyed, research the researched, test the tested, and evaluate the evaluated.

What the country needs in occupational education is less planning grants and more action grants.

I hope and pray that this subcommittee, in is wisdom, can help give our young people just that.

Thank you, Mr. Chairman, and members of the committee.

If there are any questions, I would welcome them.

Chairman **PERKINS**. Let me compliment you, but we will withhold questions to the Aerospace Education Foundation until after we question the military.

All of you gentlemen have given us outstanding information.

I well recall—and I am a deep believer in technical training, whatever we call it, whether it starts in the third grade or fifth grade—I happened, myself, to commence taking technical, carpentry, masonry, skills of that type at an early age and continued through the second year of high school in the settlement school.

And everybody was trained mostly for the mines, but those days are long gone by. And afterward the manual training, as we called it, or industrial arts, dropped to 2 years, so I think the earlier that we commence the training, the better off the individual happens to be, since we have oriented youngsters more or less to go to college and so many of them have failed out and are unable to earn a livelihood after they get through.

But putting a question to Mr. Greenberg: First, I want to state that dating back to following World War II and during World War II, you had many successful training programs in the military, but of course the programs are much better today than they were back in those days with the GI bill. Veterans came home following World War II—they were free to go to any employer they wanted with no strings attached, and the report would be made to the State authorities and the paycheck would come in, and that training was very successful and I think it is relevant. But following World War II, so many youngsters have made careers and have come out with trained professions, computers, everything else, that has meant so much to the country.

How much more are you spending today of your budget than you were 20 or 25 years ago for technical training in the military, Mr. Greenberg? I think you may answer for everybody.

Mr. **GREENBERG**. Mr. Chairman, I will have to provide that figure for the record. I am sure that the figure will be very much affected by inflation, but certainly we have had an expansion of technical training for the individual serviceman because the nature of the Armed Forces has changed heavily in the last 20 years to be a much more technical force.

There has been an enormous expansion, for example, in the proportion of our people who are trained in the electronics field: I believe today that at least 1 out of every 10 of our enlisted people, for example, are assigned to electronics repair specialties.

I cite that as an example of the great expansion in technical training as contrasted to training in combat skills such as training of infantrymen and pilots.

[The figure to be supplied follows:]

The following table shows the projected total funding for the training categories Initial Skill Training (Enlisted) and Skill Progress Training (Enlisted) by Service for FY 1976. The two categories of training, taken together, are roughly comparable to "technical training" as the term is used in the civilian sector. Initial Skill Training includes all formal training provided to enlisted personnel following graduation from Recruit Training for the purpose of preparing them for specific military jobs. This training includes skills, such as infantryman or tank crewman, which have no civilian counterpart, as well as other skills, such as cook or electronics equipment repairman, which are similar to skills taught in the civilian sector. Skill Progression Training, given, in most cases, to members of the career force, provides the knowledge needed at higher skill levels or to carry out supervisory duties.

PROJECTED FUNDING, ENLISTED SKILL TRAINING

[In billions of dollars]

	Army	Navy	Marine Corps	Air Force	Total
Initial skill training	C.8	0.5	0.1	0.4	1.8
Skill progression training	.5	.2	(1)	.2	.9
Total [2]	1.4	.7	.1	.5	2.6

[1] Less than $50,000,000.
[2] May not add due to rounding.

About 40 percent of these costs are attributable to the pay and allowances of the students. The remainder is composed of pay and allowances of military and civilian personnel who conduct or support the training; operations and maintenance costs; training-associated investment costs, such as for procurement of equipment used in training and construction of training facilities; an allocation of base operating support costs for the bases on which the training is conducted; and other costs identifiable to this training mission.

Due to changes in accounting systems over the intervening years, it is not possible to recover comparable annual costs for the 1950's.

Chairman PERKINS. Let me say I have visited schools and personally know of dozens of instructors that have retired from the military service—sticking to the subject of electronics—who have made the best electronics instructors that I know.

So the contribution of the military is very significant so far as this committee is concerned, in my judgment, and has been all through the years.

But I would like for you to repeat, Mr. Greenberg—you have learned to make training programs effective. As I understand it, your training is geared to a particular job, whether it be electronics or whatever it may be, where there is experience, and you mentioned the high standards.

Could you elaborate on those points and whether you are doing anything different from the ordinary vocational-technical school in America?

Mr. GREENBERG. Mr. Chairman, I am not able to compare our standards with those of the vast variety of educational institutions in the civilian sector. However, we believe we are following what may be now considered old-fashioned principles of education.

Chairman PERKINS. Just elaborate on that.

Mr. GREENBERG. We feel that no one should pass a course until he has demonstrated proficiency in each and every block of instruction; and to insure that, he is tested at each and every block of instruction. If his progress indicates that he has not learned a block of instruction, we will work with him, often after hours, so that he passes that. If necessary he will be recycled to repeat that block of instruction.

It is what we call a "go-no go" situation. You either know it or you don't. And the student is tested, not only a written test but a proficiency test in which he actually demonstrates he can operate or repair the equipment. For example, we have training aids in which we can induce malfunctions in equipment. He must demonstrate that he can repair these malfunctions before the instructor checks him off as being qualified in that block of instruction.

Other institutions are a bit more lenient in certifying an individual as qualified in that skill. But we are, as I mentioned before, an employer as well as a trainer. I believe it is this link that has created a discipline in our training organizations—the fact that the student will be employed by our organization, and our operational units are going to complain heavily if the people who come out of our training institutions cannot do the job.

Chairman PERKINS. I know industries had to compete with your method. ARMCO Steel, Ashland Oil, other industries because after they were retired and you wanted to reemploy some other individual, they were out for the best—just like your caliber of people—and I think it is going to be worthwhile for you to sit down with the educators when we commence to mark up this bill, like we did in 1963. There were not many members on this committee at that time. But it became so obvious that we were not going to get a bill because of fighting between various departments downtown, Labor, HEW—they were right at each other's necks.

And I finally got them in a room with the assistance of some other higher-ups and told them that we had to, that we were going to get this bill and I think that you can give us some input that needs to be in the new bill that we write.

But I notice from a press report, the Department of Defense has prepared an education package to acquaint counselors and students of job training education opportunities in the Army. Could you tell us anything about that? This would seem a practical way to help people get the job training they want.

But is it really practical or would you suggest to what extent it could be utilized; give us a little explanation of that?

Mr. GREENBERG. Mr. Chairman, you may be referring to our recruiting literature.

Chairman PERKINS. That is what we are referring to.

Mr. GREENBERG. We advertise through the efforts of recruiters and through the media the job opportunities in the military service—and we are more and more saying to young men more than "come join the service." We are offering them an opportunity to enlist for a specific type of training, so that an enlistee knows when he enters the military service which occupational field he will be specializing in.

These enlistment options have proven to be effective in attracting highly qualified young men who might, perhaps, not be interested in joining the military service without a specific commitment as to the type of training they would receive. Many young men, when they leave high school, have not made a decision as to their life's work. They look upon military service as a period in their lives when they can acquire a skill and make up their minds as to what their life's work is going to be.

Therefore, if we can say to them, if you join the Navy we can promise you that you will get training in electronics, as an example, or in automotive maintenance or in data processing, many more young men are willing to consider military service than would respond to offers which just say, "Join the military and see the world."

Chairman PERKINS. I just wanted to put one statement in the record, the amount of funds all the branches of the military are spending for technical training.

Mr. SIMON. I did not mean to usurp your time here but if you would yield, I found out recently that unemployment offices' information is not available about the various opportunities that are available in the Armed Forces. And I have written to the Department of Labor asking why that is the case, and I have not received an answer yet. And I am just curious why that is the case.

I agree with you, sir. I think there are some real opportunities and it seems to me no one should be forced into the Army or Marines or Navy or Air Force, but those opportunities ought to be available at an unemployment office, it seems to me, or literature about them.

Mr. GREENBERG. Mr. Simon, we agree with you on the importance of making this information available at unemployment offices. We had made arrangements many years ago with the Department of Labor to have this information disseminated in unemployment offices. We have found, as you have found, that this information is not as available as we would like to have it.

The Department of Defense is currently in negotiation with the Department of Labor to improve the dissemination of this information in employment offices, nationwide, and also to institutionalize this process by seeing that credit is given to the employment officers the staff of these organizations, when they actually make a referral and, in effect, a placement of a person in the Armed Forces.

We have always found, Mr. Simon, in our recruiting organization, that if you want to stimulate a program of that type you have to find a way of giving credit for accomplishment. So it is that sort of arrangement which we are now striving to make with the Department of Labor.

Mr. SIMON. I would be interested in what develops from those meetings with the Department of Labor.

Chairman PERKINS. Will the gentleman yield to me?

Mr. SIMON. I am on your time, Mr. Chairman, so you take over.

Chairman PERKINS. I just want to make one comment following up what you stated. It has been my observation—and I regret to state this, but I have spoken plainly here this morning—that there has been inadequate cooperation between the various branches of the military and the Department of Labor and our educational systems in this country. I mean the HEW, and it is my judgment that in writing this legislation—that is the reason I suggested we have a representative get in the room with all of these other groups where we have all these controversies—that we are going to eliminate some of these problems in the future and just as you say, we want this knowledge disseminated all the way down the line to everybody.

Notwithstanding what Mr. Greenberg states, I know of instances where there has not been cooperation from the military and that is something that we can eliminate. And the educational systems, they are just as much at fault as the military and the Labor Department in this connection. You have raised a very important point, Mr. Simon, and I think we need to iron this out.

Mr. SIMON. If I could add one other thing. I hope the staff sends the transcript of this to the Department of Labor so they can see this discussion.

Your point, Mr. Greenberg, is important because as I inquired—and I don't want to be putting specific people on the spot—where this was not available, one of the points was made, "there is no incentive." They get no credit. If they put someone in a job that will last only 1 week, they get points for it. But if they get someone who will enlist so he can get trained as a whatever it might be—as an audio-visual specialist—and he is in the Air Force for 2 years, you get no credit for it.

It seems to me that ought to be changed.

Mr. Greenberg. Mr. Simon, to elaborate further for the record on this point, I would like to give General Putnam an opportunity to describe to you specifically some of the negotiations that are now going on between the Secretary of the Army and the Department of Labor on this very issue that you raised.

General Putnam. The Secretary has been very active in his efforts to have the Department of Labor institutionalize a system of credits for job referral for those individuals who are accepted by the military service and particularly the Army. We became very interested in this, of course, when faced with a task of recruiting an all-volunteer force. Our feeling is that every element of the Government should assist in this mandate to accomplish this all-volunteer military force.

I believe the Secretary has come to at least an agreement for mutual study at this time with the Department of Labor in order to establish some sort of a process for institutionalizing the system of credits.

Second, in the next month, I believe, both Secretaries will sign a memorandum of understanding concerning Department of Labor acceptance of apprenticeship training having been given in the military services. So I would like to mention that there is no lack of cooperation on the part of the Army as far as getting together with the Department of Labor to establish a better working relationship in these matters.

Chairman Perkins. Mr. Meeds.

Mr. Meeds [presiding]. Mr. Miller.

Mr. Miller. Both the Navy and Marines today testified your schools are currently operating at capacity. Is that a correct statement?

General McLennan. Yes, sir.

Mr. Miller. From the testimony today it seems that what you are really trying to do is look forward to the time when we disseminate your teaching techniques, materials, and so forth out into the traditional education system. No so much looking to bring students into your existing schools, other than your normal recruits; is that a fair statement?

General McLennan. Yes.

Mr. Miller. To what extent do you already do this: train individuals that are not members of the service in your service-related schools?

Admiral Mitchell. Mr. Miller, I can talk for the Navy in that instance. We do have a major cooperative program with 77 colleges in the medical area where we bring the students and the trainees from the medical community into our hospitals and they get practical training plus utilize our facilities, but that is primarily on a what we call the "back shift." It is not during the normal working hours nor does it conflict with our major mission requirement.

General Putnam pointed out that the law really restricts us in this matter as to what we can do within the existing law.

Mr. **Miller**. I think it is important that we look at both possibilities, not just simply the dissemination of materials to traditional education but also bringing some people into your existing system and making sure there is full utilization of those facilities and resources. It is rather interesting in the district I represent—we have a Naval Weapons Ordnance Station at Port Chicago, or it used to be Port Chicago. Now the town is gone but they tell me that almost every piece of ordnance that the military purchased is reexamined, taken apart, reassembled on the basis that workmanship in the private industry just does not give the kind of reliability that is necessary for that type of ordnance.

I think it is a rather sad comment that, when so many in this country are worried about productivity and workmanship in military procurement, this is the case. There is really, I guess, no guarantee when you procure a missile that the damn thing will work the first time around if needed, and I think the fact that somehow the military is able to train individuals to really duplicate the job in industry, but with a higher degree of reliability and expertise, is something that we have got to take advantage of if we plan to increase productivity and reliability in private enterprise.

I, along with Mr. Simon, certainly believe that the training the military provides should be as widely disseminated to those people who are unemployed. We owe this especially to the young people who perhaps don't have marketable skills, because traditional education right now is in a period of fluctuation and transition where they are finding many of the job markets they have been preparing people for are closed off.

I would hope that agreement, General Putnam, could be worked out as soon as possible so that these people who really have very little hope in terms of the future because of our economy are given a chance to consider the specific training programs. I think that it would be a big change in the service, if you could sign up for a specific trade. I think with a little time and reeducation the services could be considered a true and equal alternative to our traditional education system, able to provide persons with a skill and a means to support his family for a long time in the future. That is my statement.

Now a question: To what extent do you use these materials to train foreign nationals? The reason I ask that is I am concerned with bilingualism. Do you find you are able to bring people into the service who have some language dificulties, have cultural problems, and still find these materials applicable to those individuals?

Anybody who would like to comment?

Admiral **Mitchell**. I can speak for the Navy on foreign nationals. We give training to 55 countries at the present time. In 1976 in specialized skill training, vocational type training, we will have a total average day of about 1,027 people aboard. And we do train—we send them to language schools, the Defense Language School, first to get their language capability up, and if necessary in specific technical skills we have to send them back for a refresher course specifically, like electronics or data technician, because the basic language course does not cover those specialized types of English words that they would have to use.

Most of them do very well. Some of them have to repeat a language course before they can go into specialized training, and we do set some of them back in specialized training, but overall most of them proceed at pretty much the normal pace.

Mr. **Miller**. Is that true for the other services?

General **Putnam**. Yes, sir, the Army's program is about as extensive as the Navy's and it follows the same pattern. All of this training is reimbursed by either foreign military sales or military assistance programs. My personal observation in association with foreign students in some of our service schools is that the language training is minimal but the hands-on kinds of training that they get really offsets the need for a very extensive knowledge of English.

Mr. **Miller**. To what extent are these programs used in military schools for the children of members of the services?

Mr. **Greenberg**. Mr. Miller, we know of no program whereby we are using our military school system to impart vocational training to children of military personnel. As you know, we have a separate system called the Dependents' Education System which is primarily established to provide normal primary and secondary education to dependents of military personnel serving overseas. That is a self-contained system that is run independently of our military training system.

One would in effort provide the same educational opportunities to dependents of military personnel that they would receive if their sponsor was stationed in the United States.

Mr. **Meeds**. Will the gentleman yield?

I think the gentleman has touched on a very important point. I have had the privilege to do some oversight work on dependent schools in Germany, in Greece, in Italy, and I will tell the gentleman from California that Mr. Greenberg is absolutely correct. All dependent schools teach is academic education. There is just almost no vocational education at all, a serious shortcoming in some of our eyes.

Mr. **Miller**. It would seem to me, if I might add something, that this may provide a very real opportunity in terms of demonstration to the education communities of what can be done. It seems to me that, if you have a whole contained system that is under the jurisdiction of the military you have a system which is readily capable of this kind of interchange of materials and instructors and able to provide the type of educational opportunity that we have talked about here this morning.

Mr. **Greenberg**. Mr. Miller, I would like to see if any of the people who have accompanied us today would care to comment on that suggestion.

General **Putnam**. I would like to ask Colonel Briggs to mention changes from what you have observed, Mr. Meeds.

Colonel **Briggs**. I would like to point out in the U.S. schools in the European area we have made over the last 3 years considerable advancement in the offerings in the vocational, technical area, primarily at the 10th, 11th, and 12th grades. We have a vocational technical career center as demonstrated by the high schools in Frankfurt, in Wiesbaden, and in several other high schools in that area. And the children come there in the afternoons or mornings—half of their day is devoted to regular academic programs and the other half to vocational technical programs.

We are proud of the facility we have established there. Similar, although somewhat limited, vocational technical capability exists in most of our high schools in the European area. We do use teachers whose credentials are established by State certifying agencies and so on. We are accredited by North Central Association, and we rely strictly on the civilian education standards for accreditations; to use Army instructors and so on would probably not be appropriate with these dependent children since our objective is to provide an education comparable to that given in the better school systems in the continental United States.

Mr. **Miller**. Just one comment: I think it is the feeling of this committee that one of the failings of our system in the United States is vocational education; that our educational system really has not met the mark. I think perhaps, with the tremendous resources available within the military complex, that you may lead the way. I must say to some degree they are out there floundering around and they could use a little direction on a good first-class vocational program that is on an equal basis with the traditional academic education.

Mr. **Meeds**. Colonel, has that been since early 1971?

Colonel **Briggs**. Subsequent to the survey reports on your visits to Europe we launched an extensive program.

Mr. **Meeds**. Do you think it might be as a result of some of our criticism?

Colonel **Briggs**. Yes, sir.

Mr. **Meeds**. The gentleman from Illinois.

Mr. **Simon**. I notice we have here an Army general who grew up in a coastal State of Maine, and a Navy admiral from Oklahoma. It seems to be a pattern I notice developing from time to time.

Two very brief comments: One, it appears to me that what you do in the field of vocational education somehow ought to be much more—and I notice in the statement of one of the gentlemen, I think it was the admiral—the National Institute of Education getting involved—but it seems to me we could learn a great deal more from the Armed Forces in a variety of ways. So I would hope the National Institute of Education would be in touch with you, Mr. Greenberg, for a whole variety of things and I am going to get a letter off to them suggesting that this be done.

This has nothing to do with vocational education, but since you are here—and I am harking back and maybe things have changed a great deal—but I recall a massive opportunity for education from my overseas trips back and forth in the Army, when we were on that ship and had nothing to do for days and days and days.

It seems to me—maybe the Air Force is getting everybody back and forth now, I don't know—but if you had 20 instructors on a ship maybe teaching the language of the nation you are going to or a variety of things—that you could both make time pass a little faster for those going overseas, and at the same time provide an educational opportunity and stimulus.

I would be interested in any reaction that anyone might have.

Mr. **Greenberg.** Yes; Mr. Simon, I would like to have service representatives comment on that point. But you are correct in that we no longer have too many of these long sea-going journeys that many of us old World War II veterans experienced.

I have found, though, that there has been remarkable progress in extending educational opportunities to members of the Armed Forces who are serving in remote locations, whether it be at a distant weather station or in the bowels of a missile silo. I found some fine educational activities going on down in a silo of a missile where, as you can expect, missile crewmen are isolated with not too much to do.

So we are aware of these opportunities to provide education to service members.

Mr. **Simon.** If I may, what percentage of Army personnel who are sent overseas now go by ship?

Mr. **Greenberg.** None now.

Mr. **Simon.** I am dating myself.

Mr. **Greenberg.** Nearly everybody flies now, but we do have quite a few people on ships in the Navy, and I would like Admiral Mitchell to comment on the educational opportunities aboard ship.

Admiral **Mitchell.** We have a specific program with an acronym called PACE—Personnel Afloat College Educational program. On any ship of the Navy if 10 people want to sign up for a course we provide an instructor, accredited from a civilian university, to teach that college course. Where the ship is deployed, for example, like a carrier might be in the Mediterranean, and it becomes examination time—to assure the accreditation of the course we do provide the instructor on that ship in the Mediterranean to do the examination. It is a fairly large program and has significant support within the Congress because it does provide that kind of educational opportunity.

We also have a program called tuition aid where we pay 75 percent and the man pays 25 percent. We use that also in the remote location so that the people have an opportunity to get advanced education to meet their aspirations.

General **McLennan.** Mr. Simon, I would like to comment from the Marine Corps' point of view. When our people go overseas the great preponderance travel by air. However, we do have deployed units of battalion size, and sometimes larger, whose members actually are passengers on Navy ships for the period of time that they are deployed. For these units we run regular training schedules aboard ship which are enriched through additional instruction that we provide through our Marine Corps institute. This institute provides correspondence courses, and we use their packages for group instruction for deployed units.

This instruction is given by specialists in various fields who are embarked with the unit and is provided to groupings of Marines who have either an interest in the area or a need to know it as a result of their military duty.

Further, we offer assistance in remedial type training for embarked Marines, for instance, to improve their reading skills as well as to help them to prepare to take general education development tests, the GED examination, when they are back to a site where they are able to do so. We find that the shipboard time provides us a great opportunity to provide additional training to our people.

Mr. SIMON. Mr. Chairman, I will not be able to continue. I was concerned.

Thank you very much. From my point of view I appreciate your testimony.

With your testimony, Mr. Straubel, I think that you raise some very pertinent points there, and I would be interested in any reaction of the Office of Education to your testimony and if you don't get what you think are satisfactory answers in the next 30 days I would personally appreciate hearing from you, Mr. Straubel.

Thank you, Mr. Chairman.

Mr. MEEDS. I would like first to point out to the gentleman from Illinois that with the purchase of several more 747's from the Boeing Company there would not be any need to transport people by ships at all.

My first question, I would like to go to the question of testing.

Mr. SIMON. If I may comment, they may not know that you are from the State of Washington.

Mr. MEEDS. Sure they know it now, specifically Everett where they build the 747's.

I would like to go to the question of testing and evaluation. Mr. Greenberg, when you take a young man into the service or young woman and promise them a school of a certain kind if they enlist, is this done before or after testing which indicates that they may have a proclivity to that thing that they suggest?

Mr. GREENBERG. This commitment is made after they have taken aptitude tests which enable us to determine their qualifications for various types of training. With these test scores, the recruiter is able to make a firm commitment for a specific type of training.

Mr. MEEDS. Now that is one situation.

The second situation, assume the person is already in the service, has not been promised anything specifically, might that person upon testing be found to have good proclivities in certain areas and then be sent to school?

Mr. GREENBERG. Yes. That is often the case. The fact that the individual did not select a specific type of training as part of his enlistment contract does not preclude his being selected for technical training.

In addition to his test scores, consideration is given to his expressed interests during classification interviews which take place in one form or another in each of the services. So I do not feel that the fact that he has not made a specific selection eliminates his opportunities for entering technical training.

Mr. MEEDS. The third question is: Is anyone who does not manifest a strong propensity or proclivity to a certain area, certain technology, is anyone without that given an opportunity to attend a school, say a relatively technical school, such as electronics?

Mr. GREENBERG. Each technical course has a minimum prerequisite score in a specific aptitude area. Everyone who enlists qualifies for training in some skill, either a combat skill or a noncombat technical skill. So everyone has an opportunity for some form of training.

Mr. MEEDS. How would you feel your programs, your technical occupational programs, would fare without this ability to test and to program people according to their test scores?

Mr. **Greenberg.** We feel that there would be a substantial increase in the failure rate at schools. We also feel that the average test scores of those who graduate would be lower, and therefore the actual performance on the job would be lower, if we did not use some form of apititude testing in selection for acceptance into the services and, equally important, for allocation of people to various forms of training.

Mr. **Meeds.** Now we don't want to, or at least I don't want to, establish an elite test system in the public schools, but I would like your suggestion as to how we might better utilize testing in the public school system to achieve some of the results you are. I am not saying we ought to force people to go in certain channels or certain vocations, but I am saying, as I think your testimony bears very good evidence to what I am saying, that testing and evaluation and aptitude testing is a very valuable adjunct to successful education of all kinds and particularly of vocational technical education.

How might we use this a little better?

General **Iosue.** Last year we had a requirement for electronics of 80 percentile aptitude. We tried to lower this. We had some individuals that tested at E-60 or E-70. We found we doubled our attrition rate with those we gave a waiver for entry, so we had to go back to the E-80 entry requirement into electronics training.

Mr. **Meeds.** Then in the Armed Forces you can make that a requirement. Obviously, unless we are going to become an elitest system of education we cannot make that a requirement in public schools, but we should be able to use testing evaluation better at the public school level.

Mr. **Miller.** But your testimony is that you find an aptitude in some skills for everyone and that while someone may not achieve the 80th percentile in electronics, he may achieve it in carpentry or plumbing or somewhere else. You are talking about establishing a success ratio with some degree of predictability and I would be interested in knowing what that is. How many people were washed out of your school?

General **Iosue.** In tech training in the Air Force—for example, about 71,000 enlisted personnel were sent through initial skill training last year. We had an attrition rate of less than 8 percent across the board.

Mr. **Miller.** I think that goes to your question, Lloyd. You have been able to use the screening device for the purpose of placement. 8 percent is far less than what we achieve in the traditional education system for predicting success ratio in developing a marketable skill, whether it is for your own purposes as employer or for private industry at some later date. I think that you hit a very important point here because we are told constantly that almost that cannot be done. We canunot make those kinds of predictions with people.

I would say we test them probably far more extensively than you do upon signing that contract, and you say, "Look, we are going to give you a shot at electronics in the Air Force," so I think you make a very good point, Mr. Chairman.

Mr. **Greenberg.** Mr. Meeds, I would not presume to advise the civilian educational communities on how to use aptitude testing——

Mr. **Meeds.** I think we need some advice.

Mr. **Greenberg** [continuing]. In running their business. We have, however, for many years offered the use of a military aptitude test called the Armed Services Vocational Aptitude Battery to the secondary schools of this country. And many do use this test in the junior and senior years of high school. The same test results are used by the military services.

Aside from that, we are now adapting this test for use in all services in lieu of separate aptitude tests in each service, and thousands of high schools have been testing their students with this test. The scores are made available both to the guidance counselors and to our recruiters. These scores therefore provide some leads for our recruiters. They then know which high school students in a community are qualified for training in specific skills.

The guidance counselor can use these test scores in advising the students as to which fields they are apparently best suited for. I understand that other schools use a Department of Labor aptitude test often referred to as the GATB and other schools use neither. So I can only say that our belief in aptitude testing is evidenced by our making avail the Armed Services Vocational Aptitude Battery to the secondary schools of the country.

Mr. **Meeds.** I agree with everything you have said, Mr. Greenberg. The unfortunate thing—at least from my point of view, my concept—is that in our effort to get away from the elitest system of Europe and other countries we have leaned over backward and have failed to recognize that testing may provide us some valuable clues as to what people would be most successful at and that there is coordination between aptitude, success, and high performance in a given vocation or field.

So what we are doing by our failure—again I am stating my own opinion here—our failure to utilize testing more is depriving people of the opportunity to make an educated choice about what they are really going to be most successful at doing and consequently going to be most happy doing in life.

I did not mean to get on the soapbox but I think your experience with testing should be a very valuable lesson to us in writing this bill.

Mr. **Greenberg.** If I might add, Mr. Meeds, we have in the military services, I believe, an objective view of testing. We don't believe that test results are foolproof.

Mr. **Meeds.** I agree.

Mr. **Greenberg.** We only believe that the use of them increases the odds that the individual will be successful in a particular school and therefore diminishes failure, improves the efficiency of our training system, and works to the advantage of the individual, because most people are not ennobled by failure.

Mr. **Meeds.** Counsel just advises me, Mr. Greenberg, that he read recently of a case where there was a fellow who, because of his IQ test, was considered a mental retard. He went and took a test for entry into the armed services, passed the test, became quite successful educationally, later gained a Ph. D. So I think that served to illustrate your point.

Mr. GREENBERG. That is a fine compliment to our testing system and our training system. That has certainly made my day.

Mr. MEEDS. Either that or they are lowering the level of Ph. D's. I don't know which.

Mr. Greenberg, as I recall you were very much involved in that program that former Secretary of Defense McNamara, had of 100,000—I hope I am not opening any old wounds or anything when I ask you about this—what happened to it?

Mr. GREENBERG. Project 100,000 was ended as an identifiable program in December 1971, at the urging of Congress, which felt that we should not be establishing quotas for the acceptance of people who scored low on the entrance test. Regardless of that congressional action, I believe that, in moving toward an all-volunteer force and in reducing the size of the Armed Forces from the peak of the Vietnam war to a peacetime establishment of what is now 2.1 million military personnel, there was an inevitable emphasis on improving the quality of incoming recruits.

The Armed Forces today have about 600,000 fewer military personnel than we had in fiscal year 1964, which was a peacetime year. This is a significant reduction without a commensurate reduction in the seriousness of the international scene. This has put considerable pressure on the Armed Forces to have a very qualified, competent force.

We have been urged, also, by Congress to concentrate on quality. Therefore, our current entrance standards are higher today than they were during the years when Project 100,000 was in operation.

Mr. MEEDS. In fact, the situation today is really much different than it was at that time when you had an unemployment rate of around 3 or 4 percent nationally, when you had a draft system rather than an all-volunteer system. The facts are considerably different.

Mr. GREENBERG. Yes, the facts are different. Certainly, during the Vietnam war when the draft was in operation many people felt that the eligibility for the draft should be broadened both at the upper end by eliminating college deferments, which was eventually done, and also by reducing standards so that a broader segment of our population would be subject to the draft and also have the opportunity for military service.

However, today we are making a definite effort to improve the quality of our force and minimize the attrition rates in service, minimize disciplinary failure and to improve the effectiveness of each serviceman.

Mr. MEEDS. Finally, Mr. Straubel—I guess this is not as much a question as it is a statement—I have just been involved in efforts with Senator Jackson to get some surplus property at Payne Field in Everett, Wash., which will be the site of an area vocational school for 24 high schools in the area and will be strongly oriented toward aerospace technology. You might get up there and talk to them about establishing some of your education ideas.

Does the gentleman from Florida have any questions?

Mr. LEHMAN. I just wonder if perhaps in some of our areas where high schools don't have good vocational programs and you have an Army installation or military installation nearby, whether there is any way you could have high schools from the school system and give them the benefit of your training at the Army bases?

Mr. GREENBERG. Sir, we don't believe we have the legal authority to take students——

Mr. LEHMAN. Can I interrupt? I was just concerned as on-the-job training. For instance, as they would go out into a private industrial plant to learn on-the-job training.

Mr. GREENBERG. I believe that that could be done on a very individualized basis, depending on the mission of the organization and the availability of time to do that sort of thing. I do believe, however, that the local school system could benefit greatly by having its educators visit the military activity, especially if it is an activity which conducts formal school training, to observe the methods being used in the military school system, to visit operating units and also observe the formalized on-the-job training programs which exist in many organizations.

We have not discussed on-the-job training here much this morning, but training continues after a military student graduates from school. In order to qualify for advancement he is going to have to pass skill tests and he therefore begins, with the assistance of his supervisors, studying for these tests and learning to master his job so that he will qualify for promotion.

I believe this material could also be of use to our educational system and to civilian employers.

Mr. MEEDS. Thank you very much, gentlemen, for your fine testimony and your helpful suggestions. We appreciate it very much.

The committee will be adjourned.

[Whereupon, at 11:45 a.m. the subcommittee adjourned to reconvene at the call of the Chair.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, APRIL 24, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:10 a.m., pursuant to notice, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins and Blouin.

Staff members present: John Jennings, counsel to the subcommittee; and Charles W. Radcliffe, minority counsel.

Chairman Perkins. I am delighted to welcome all you distinguished gentlemen this morning to testify before the committee.

We have been conducting these vocational education hearings for several weeks. They will continue for several more weeks. We hope to improve the legislation by the new bill.

I am delighted, at this time, to welcome Chancellor Ralph Dungan, State Department of Higher Education, New Jersey.

Will you come around and get your seat?

Is Mr. Dungan here this morning?

Mr. Burke. I am Commissioner Burke. We are making a joint appearance.

Chairman Perkins. All right; you take a seat. When he comes in he can take seat with you. You are Commissioner Burke with the State Department of Education?

Mr. Burke. That is right.

Chairman Perkins. We are likewise happy to have you. If the other members want to come around, you might as well and get a seat at the table before we commence questioning.

This is Dr. Charles E. Palmer, executive director of the South Carolina Board for Technical and Comprehensive Education. Why don't you just pull your chair up at the table. You will be the third witness. And then Dr. Thomas E. Barton, president of the Greenville Technical Education College in South Carolina.

At this time we will hear from Chancellor Ralph Dungan. Identify yourself for the record, Mr. Dungan, and proceed. A quorum is present.

STATEMENT OF RALPH DUNGAN, CHANCELLOR, STATE DEPARTMENT OF HIGHER EDUCATION, NEW JERSEY

Mr. **Dungan**. Mr. Chairman, speaking for my colleague, Commissioner Burke, we are purposely here together because we want our presence here testifying together to indicate the kind of community of interest we have and the way we operate in New Jersey and to suggest to you and to the distinguished members of this committee how we think it ought to work all over the country—that is, that there be true unity among various agencies having to do with vocational and occupational education.

I think, rather than take your time—you can read much more quickly our testimony—perhaps Commissioner Burke and I could just highlight a couple of points.

Chairman **Perkins**. Without objection your prepared statement will be inserted in the record. You go ahead and highlight it.

[The prepared statement of Fred G. Burke and Ralph Dungan follows:]

Prepared Statement of Dr. Fred G. Burke, Commissioner of Education, and Mr. Ralph Dungan, Chancellor of Higher Education, The State of New Jersey

Mr. Chairman, we appreciate the opportunity to present our joint views on proposed revisions to federal vocational educational legislation.

Our appearance together today is symbolic of our intent to speak with one voice about a matter we feel is too important to be clouded by questions of turfmanship or confused by the conflicting designs of the two separate administrative entities we represent.

We respectfully suggest that it is time to re-think the basic direction of the federal government's efforts in the areas of career, vocational, and occupational education and to take a good look at present administrative structures which, we believe, tend to inhibit rather than facilitate reasonable program objectives.

Our purpose is not to criticize past efforts or to engage in what we perceive as the current jockeying among institutional lobbyists for control of this important educational sector. We do not believe that tinkering with the present law or the additional of complicated review structures really addresses the contemporary problem. We reject the exclusivity and rigidity of the present arrangements, but we equally deplore the efforts being made to add further complicated machinery designed to modify the *status quo*.

In New Jersey, we have had a fine record in providing vocational education to students under the present provisions of the law. With your permission, Mr. Chairman, I'd like to enter into the record a summary detailing the progress we have made in vocational education in New Jersey.

We are here to talk about a problem—the interface of our educational system with the world of work—which in its totality far outreaches the scope of present federal legislation and is in many cases beyond the jurisdiction of the state agencies we represent.

The problem as we see it, Mr. Chairman, is that America faces a crucial quarter century ahead. It will be an age where material resources will be scarce and those available expensive, and where the pace of technological change will accelerate to offset our traditional reliance on natural resources. It will also be a time when the American qualities of ingenuity and adaptability will be sorely tested by an array of rapidly developing, technologically fresh, new nations.

In the America of twenty-five years from now, people will be our most precious resource. It will be through their efforts that America will remain an economically viable, humane place in which to live.

And yet, it is in the very area of the utilization of human resources that we as public officials have been found wanting in fulfilling the needs of the people we serve. Consider the bitter irony that in a time when 330,000 men and women in our state of New Jersey are receiving unemployment checks, jobs for secretaries, bookkeepers and laboratory technicians go unfilled. Consider also how slowly and how inefficiently our present training programs respond to changing economic conditions. For example, though labor surpluses have been predicted in the fields, we in New Jersey have continued to turn out thousands of teachers and draftsmen for whom job-hunting has now become a desperate nightmare.

Mr. Chairman, future projections suggest that the starts and jolts of our present economic situation are only a harbinger of things to come. Increasingly, our people will change jobs in response to altered economic conditions and switch careers to meet technological imperatives. They will also try new kinds of work to enhance their own sense of personal fulfillment and self-satisfaction. Our citizens will make these changes, always difficult even under the best of circumstances, in such numbers that it is hard for us now to comprehend the magnitude of such a phenomenon, let alone fashion public policy that helps rather than hinders them in coping with a changing world.

In these circumstances, we believe it prudent to take a fresh look at what we are doing now, and to discuss with you some of the ideas we have for dealing with future national needs.

The well-worn cliche about education as an opportunity for "life-time learning" really has significance when we talk about occupational education. In our view, it is a reality that people increasingly will have to move in and out of work and educational situations in order to survive as self-sufficient members of our society.

The implication of this reality is that the institutional structures which we have built—both physical and administrative—must constantly adapt to emerging needs. We can no longer presume that a particular institution will serve only a particular age group or offer educational services in a mode which might have been appropriate to another era. For example, community colleges or technical institutes, in addition to semester-long degree or certificate programs, must be prepared to offer short courses suited to client needs and in modes and at times convenient for the learner.

Second, we believe that training and re-training programs under federal sponsorship should encompass a wide range of occupational skills and embody the development of basic competencies in language, reading, and writing, as well as specifically defined vocational skills. It is our judgment that some present federally-assisted programs are too narrow in scope and limited in their conception of what skills are useful for career development.

We also suggest that new legislation should accommodate the needs of our present population of workers. Young adults represent a disproportionate bulge in the age distribution of our current working population—another effect of the post-World War II baby boom. This group includes large numbers of minority and women workers who, although formally finished with our present manpower development system, are insufficiently prepared for successful work careers in the future.

For whatever reason, there are increasing numbers of young adults who are dropping between the educational cracks. Not only are they unprepared to enter the job market, but they do not have the basic skills to participate in a democratic society, be responsible parents, or exercise their constitutional right to pursue happiness. There is no more challenging or compelling problem facing American education today than meeting the needs of young adults.

With these three guides in mind, what are the possible attributes of a new federally sponsored system of educational services to meet the changing occupational needs of our population?

First, major emphasis should be placed on increasing the flexibility of the present system. Every attempt should be made to design a system that serves individual clients. Instead of gearing our programs toward age groups, we should be responding to the learning purposes of the client. People should be able to enter and leave educational situations as their needs dictate. Moreover, provisions should be made to serve people for whom an ordinary educational setting is no longer an appropriate place for them to learn.

One of the great failings which plagues every organized human activity, especially service institutions, and perhaps more especially, educational institutions, is the tendency to serve institutional needs at the expense of learner or client needs. This tendency is often re-enforced by laws and regulations that

govern the conduct of our public institutions. Examples of this sad fact abound.
In colleges, students often engage in repetitive exercises without regard to the
student's mastery of the subject matter simply to fulfill a course requirement
often imposed simply to occupy a tenured faculty member. In occupational edu-
cation, a person desiring to learn a specific skill or technique may be required to
endure a full course of study in which he has little or no interest.

In addition to a flexible program, we should place greater stress on a com-
prehensive system of career guidance and counseling. At present, our guidance
efforts are skewed toward serving two distinct student populations: those college-
bound students moving into so-called professional fields, and students with
clearly defined vocational goals. This leaves the great bulk of students in the
general stream of secondary education largely unattended.

We also need to devise a means whereby clients now outside the educational
system receive professional career advice. It is our judgment that those who need
the most assistance are often the most removed from the traditional modes of
these important services.

Serious consideration should be given to providing this service outside the
structure of educational institutions. We suggest this for two reasons. First, such
counseling often may be slanted to serve institutional rather than client needs.
Second, for many who most need career and academic counseling, the educational
institution is an awesome and forbidding place.

Once again, flexibility should be the watchword. Not all institutional counseling
is poor, self-serving or inaccessible, but the system should be flexible enough to
adapt to human needs as they are—not just as educators perceive them.

A system that is flexible and that provides services based on the needs of its
clients must also incorporate some understanding of overall national manpower
needs to prevent distortions in the labor market and difficulties for its clients. We
believe a strong planning component should be an integral part of any new legisla-
tion. Those designated to do the planning will assess client needs and facilitate
the development of programs that will meet those identified needs. Of necessity
stress will be placed on coordinating the efforts of a range of institutions able to
provide the services.

We believe that these basic principles have specific implications for the de-
velopment of new federal legislation. There is no doubt that if there is to be effec-
tive planning and implementation, a single state agency should be held responsible
and accountable to all concerned. Because states vary greatly in their systems of
governance, we would suggest that the legslation be flexible enough to permit
states to make individual determinations with regard to the mechanism best for
them.

What is critical, Mr. Chairman, is that such an executive agency should sys-
tematically avail itself of advice from all interested parties, including citizen
representatives. An important measure of the performance of such an agency
should be whether or not its planning and execution of occupational education
programs effectively incorporate the input of interested agencies and individuals.

We also believe that the Congress should draft legislation that contains pro-
visions listing specific criteria that must be met by any state plan for occupa-
tional education. Our suggestion to this committee, Mr. Chairman, is that you
write a tough set of criteria that you want to see implemented in state plans. Spell
out priorities for services and specify the need for special programs for various
population groups. Write a law that the appropriate federal agencies can monitor
successfully without vitiating state effectiveness in planning for local needs.

Mr. Chairman, we realize that you may approach this last suggestion with some
trepidation. Federal experience with block grants to states has not been uni-
formly positive. Too often, states pass out federal money to local agencies with
little regard for the hopes of those of you trying to make public policy responsive
to the needs of a wide range of our citizenry.

The alternative, however, is to retain much of the actual decision-making at the
federal level. In effect, this would mean authority for policy-making would reside
in the rabbit warrens of Washington—perhaps the most remote and least ac-
countable link in our national chain of governance.

We think that the members of this committee can safely predict what would
happen if the concept of state responsibility is overlooked in the drafting of this
legislation. Instead of state initiative, the legislation would elicit the kind of
behaviour from state officials that has always made members of Congress leery

of turning over significant responsibilities to the states. In brief, Mr. Chairman, you have to give us responsibility if you want us to act responsibly.

Mr. Chairman, and members of this committee, we want you to know that we are ready to be held accountable for the development of comprehensive state planning. We have the technical expertise, the knowledge of local needs, and the desire to assume primary responsibility for ensuring that occupational education services are delivered to every citizen who needs them.

Moreover, if you assign a single state agency with primary responsibility for planning the expenditure of federal funds for occupational education, then we suggest that you eliminate or at least substantially reduce setaside funding provisions. We suggest instead that you make planning programs for the handicapped, the disadvantaged, and others you identify, specific criteria for the acceptability of a state plan.

As you know, there are distinct advantages to setasides. They ensure that states devote a certain percentage of federal funds for programs serving different groups who had often been short-changed in the past.

However, setaside provisions do not adequately take into account variations in state and locally identified needs or state initiated efforts to meet these needs. For example, New Jersey has a strong program of state aid to local school districts for handicapped children that has enabled us to identify and serve more than 85% of the handicapped children in our state. We may be able to better apply funds for occupational education previously earmarked for the handicapped to the pressing needs of other groups who do not fare as well under present state-funded programs in New Jersey, whereas in other states for different reasons, quite different allocations would be appropriate. We think that this area needs more thought, and that flexibility should be an important consideration in the development of new legislation.

We have pointed to some principles that we feel new legislation should embody. And we have suggested the shape new legislation should take if we are to do the job.

Developing a common position on such a crucial issue has been a rewarding experience for both of us. We feel that it may suggest to you what cooperation can be tapped at the state level if you, Mr. Chairman, and the members of the committee, entrust us with this new challenge.

We believe that much good can be done, and we stand ready to aid this committee in any way appropriate to expedite the development of this legislation.

APPENDICES TO THE STATEMENT OF DR. FRED G. BURKE, COMMISSIONER OF EDUCATION, STATE OF NEW JERSEY

A. Overview of New Jersey Progress in Vocational Education.
I. New Jersey's Thrust in Vocational-Technical Education.
II. The Effect of Federal Vocational-Technical Education Legislation in New Jersey.
B. Cost and Benefits of New Jersey Vocational-Technical Education. (Taken from Feedback of Occupational Research and Development, Vol. 9, No. 2–3, Spring–Summer 1974.)
C. Career Development Through New Jersey Vocational-Technical Education Programs and Services. (Department of Education, January, 1974.)
D. New Dimensions of Career Education. (Bureau of Occupational Research Development, Division of Vocational Education, Department of Education, July, 1974.)

I. NEW JERSEY'S THRUST IN VOCATIONAL-TECHNICAL EDUCATION

New Jersey's vocational-technical education is an integral part of a wide and varied State system of education which could be characterized as: (1) being reformed to be more responsive to the demands of our citizens; (2) including an effort emphasizing career development of all persons at all ages and stages; and (3) including a vocational-technical education program with major effort at the secondary level. Let me give you some further details as to New Jersey's approach as a basis for this testimony.

Continuous Reform in New Jersey Education

New challenges face New Jersey vocational-technical education today and will continue in the coming decade. Not only will it be necessary to meet needs for the kinds of education which are already obvious today, but it will also be necessary to participate in a nation-wide reform in education, re-thinking and re-casting its purposes and modes to better meet the societal and technological changes which will occur.

New Jersey is in the process of making such reform, as evidenced by the following comments sent by the State Department of Education to the New Jersey Legislature in November of 1974 to introduce needed legislation for making the State's educational system responsive to the State Constitution's mandate for a "thorough and efficient education":

"Given the options, students are electing vocational preparation in ever increasing numbers. In most situations, vocational courses are over-subscribed. For thousands of students, vocational preparation has become a thorough and efficient mechanism for attaining goals—without closing the doors to college attendance. Vocational programs that have been satisfying and rewarding to some must be made available to all students.

"To deny students access to enrollment in vocational preparation is discriminatory and perpetuates unequal opportunity and denial of career goal attainment. Currently, restricted access to vocational preparation affects directly thousands of students in the 'general' curriculum of the secondary schools. While the system graduates these students, they are neither prepared for college entrance nor for employment.

"For those students in the 'general' curriculum, the system is neither 'thorough' nor efficient.' It is this group primarily that must be the target of our attention in the immediate future. It is, therefore, proposed that at least 60% of the current 9 to 12 secondary school population is interested in and could benefit from vocational preparation, assuring that group of a salable skill upon graduation from high school, and not precluding college attendance. This means that the number of students in vocational programs in the secondary schools must be doubled by 1980 so that approximately 60% of the students enrolled are in some program of vocational preparation."

If New Jersey is to provide rapidly expanding and creative vocational-technical education responsive to its broadened role in the context of a rapidly changing society, it must expand its efforts to foster such education.

Major action areas for the continued reform of New Jersey education, in addition to the current consideration of State Constitutional mandates, are: the elimination of sex stereotyping; vocational training for the returning veteran; the full use of the private sector in providing cost-conscious education where appropriate; the full implementation of effective bilingual education programs; and appropriate improvements in programs for the disadvantaged and the handicapped. This growing responsiveness by the State system of education is part of a growing national movement to bring together previously splintered efforts into a unified and enriched educational reform movement.

Career Development for All

One of the creative efforts of the New Jersey State Department of Education has been in the comprehensive kindergarten-to-adult career development programs, segments of which began in 1965. From this modest beginning and the positive results which soon became evident, the Governor and Legislature in 1970 provided supplemental State funding to expand the concept. The initial funding for experimentation in three cities has now grown to providing support for such comprehensive career programs in 29 of New Jersey's urban school districts.

Included in these rapidly spreading comprehensive programs are: New Jersey's award-winning elementary program—Technology for Children; the Middle School Program—Introduction to Vocations; Summer Coupled Work Study; Intensified Vocational and Career Guidance; Job Placement Programs; Multi-Media Resource Centers; and Computerized Student Information Systems. All of the components are designed to provide individualized opportunities for all students to develop to their fullest potential.

Other contributions made by New Jersey in this highly important area include:

The first junior high career exploration program in the nation with hands-on emphasis, talks with workers at their jobs, enroute bus seminars, and short exploration cycles developed with business and industry (1965);

The first state-wide elementary program to combine career development with academic studies (1966);

The first career exploration program for the educable mentally retarded (1966);

The first position of Director of Career Development in any state Department of Education (1968);

The first truly individualized learning stations for children's career development programs (1969);

The first comprehensive K–12 Career Development project (1970);

The first federal-state-local joint funding of a project for children's career exploration (1970);

New Jersey's Occupational Resource Center, providing comprehensive information services in the field of career development (1971);

Technology for Children's Teacher Center, providing training for local leaders responsible for introducing elementary career development programs to local teachers (1971);

A Consumer Education Center providing assistance in integrating consumer concerns throughout the curriculum (1971);

A regional Computer Assisted Career Information System, encouraging increased student interest in career planning and greater realism for their career decisions (1972);

The first state to publish a journal covering their career development programs (*Career Education Progress*; 1972);

New Jersey Curriculum Management Center, responsible for the Northeast States Network for Curriculum Dissemination (1973); and

Center for Occupational Education Experimentation and Demonstration, providing Newark students a diversity of occupational-educational opportunities (1974).

Emphasis on Secondary Schools for Major Effort in Vocational-Technical Education

The major effort of New Jersey's vocational education delivery system has traditionally and necessarily been strongest at the secondary school level. In spite of this effort the unrelenting pressure on New Jersey's system of education for meeting the needs of secondary students for acquiring marketable skills is still unmet. Nearly as many students are being turned away due to the lack of adequate facilities as are being accepted. It has been said, with some degree of truth, that some of our vocational schools are more difficult to get into than Harvard. This cannot be permitted to continue in a State which is so densely populated, highly urbanized, technologically oriented and industrially diversified.

What a personal, social and economic tragedy it is when many of our citizens are unemployed and yet many important and good paying jobs go unfilled because no one appropriately trained is available.

Factors contributing to the urgency for vastly expanded vocational-technical education at the secondary level in this State include:

A new and growing receptivity to employment-oriented education among students and families throughout the State;

A new and growing awareness by educators that the schools have a responsibility to provide long-range career development and, for every person formally existing from our schools, real options for employment and/or further education;

The continuing technological change in New Jersey's occupations, requiring continued updating or retraining for adults; and

A growing disenchantment with a generalized secondary curriculum which prepares students neither for further education nor for employment.

The New Jersey structure for providing secondary vocational-technical education is as follows:

The comprehensive high schools which provide 79.4% of all secondary vocational-technical education enrollments;

The county vocational-technical schools which provide 20.6% of all secondary vocational-technical education enrollments.

To support this structure, New Jersey has developed ancillary services and organizations as follows:

County Coordinating Councils in each of the State's 21 counties; widely representative members from all segments of the population provide county-wide coordination and planning;

19 County Career Education Coordinators serve all of the 21 counties as liaison persons between the State and local school districts;

The State Department of Education provides specialized staff persons for consultation with local educational agencies, citizen groups, business, industry, labor or anyone else who may wish their services; a number of these staff persons are decentralized in function or location throughout the State to assume a readily accessible service;

The New Jersey State Advisory Council for Vocational-Technical Education conducts evaluations and recommends improvements at every level.

II. THE EFFECT OF FEDERAL VOCATIONAL-TECHNICAL EDUCATION LEGISLATION IN NEW JERSEY

A Partnership with a Payoff

It is impossible to sketch the progress of New Jersey vocational-technical in even the briefest way without reference to the effect of Federal support.

Although five city school systems—Atlantic City, Bayonne, Jersey City, Newark and Passaic—had established programs of vocational education prior to 1913, it was not until April 9, 1913, after thirty-four years of study, investigation and debate at State and local levels, that the New Jersey State Legislature passed Chapter 294 of the Public Laws of 1913 which provided a state statutory basis for establishing vocational education in existing school districts, or on a countywide level under a county board for vocational-technical education.

Woodrow Wilson, then Governor of the State, strongly supported such legislation but was inaugurated as President of the nation before he had an opportunity to sign it. However, he did have the honor of later signing the Smith-Hughes Act in 1917 in Washington.

However, contrary to a common notion, Federal aid for vocational education did not have its inception in the 1917 Smith-Hughes Act. Following is a recital of the most significant Federal vocational education acts before that legislation:

1862: The First Morrill Act [12 Stat. 503 (1862)].
1887: The Hatch Act [24 Stat. 440 (1887)].
1890: The Second Morrill Act [26 Stat. 417 (1890)].
1906: The Adams Act [P.L. 59–47].
1907: The Nelson Amendment [P.L. 59–242].
1911: The State Nautical Schools Act [P.L. 61–505].
1914: The Agricultural Extension Act [P.L. 63–95].

By 1917 both the Congress and the nation were ready for a major step forward. The Smith-Hughes Act was, at the time of its enactment, the most significant and comprehensive legislation ever approved by Congress for the support and promotion of vocational education. Co-sponsors of the Smith-Hughes Act were Senator Hoke Smith of Georgia and Congressman Dudley M. Hughes, also of Georgia. This Act achieved three major objectives:

1. It encouraged all of the States to undertake the establishment of this vital type of education on a broader, permanent basis;
2. It offered Federal financial assistance to the States and through the States to their local communities to help defray the costs of this more expensive type of education; and
3. It provided legislative safeguards to protect Federal appropriations by setting minimum operational standards and by specifying the purposes for which vocational education funds could be expended if a State wished to qualify for Federal matching funds on a dollar-for-dollar basis.

Historically, one of the most significant features of the Smith-Hughes Act was the permanency of its funding. All its appropriations for vocational education programs, amounting to $7.2 million annually, were automatic each year, requiring no further action by Congress.

The Smith-Hughes Act may rightfully be regarded as the "grandfather" of current Federal legislation in vocational education. It remained substantially unchanged for more than four decades, except for increased appropriations and the addition of new areas of occupational training. In retrospect, the Smith-Hughes Act can be viewed as the culmination of an evolutionary process that strengthened the bonds of cooperation between governments on the Federal, State and local levels in the furtherance of vocational education throughout America.

On the national level, during the decade from 1950–1960, numerous attempts were made by various individuals, committees, and commissions to reduce or eliminate Federal appropriations for vocational education and several other programs which they thought should not be recipients of direct Federal grants. The friends of vocational education, both within and outside of the Congress, prevailed against such intense opposition to the extent that not only were appropriations continued, but they were substantially increased and vocational education programs were greatly expanded.

Events have taught educators at least these three lessons:

1. Growth in vocational education requires a funding partnership between local, state and Federal sources.
2. The best way to be worthy of Federal, state or local support is to help maintain the highest possible quality of vocational education programs; and
3. It is important to keep everyone appropriately informed concerning the accomplishments and needs of vocational education programs and personnel.

By the early sixties it had become clear that there was one distinct barrier to real progress in vocational education throughout the State and the nation: the widespread dearth of first-rate facilities and equipment to accommodate pupils and programs.

Under Federal legislation then in effect, no funds could be used for facilities construction and only ten percent of George-Barden funds could be used for instructional equipment; Smith-Hughes allowed no funds for equipment.

The turning point in New Jersey vocational-technical education came in 1965 with the implementation of the Vocational Education Act of 1963. Federal monies for facilities, research, and improved programs combined with local efforts to the benefit of thousands and thousands of students.

Growth under the new Act and the subsequent 1968 Amendments was rapid. In 1962, New Jersey ranked 50th among the states in provision for and enrollment of students in Vocational Education. During the last ten years, New Jersey outranked all states in the percentage of growth in enrollments in Vocational Education, according to Arthur Lee in his *Project Baseline* report.

During the 1965–1974 period, major progress was made in providing vocational-technical education facilities or gaining commitments for such construction. During that period $180,600,347 from all sources was committed to provide 4,857,531 square feet of needed area vocational-technical facility space in over 35 area vocational-technical school districts, dramatically increasing the student capacity in all the counties.

At the present time, approximately 139,000 students are enrolled in vocational education, grades 9 to 12. This represents 31% of the current enrollment of students in grades 9 to 12.

Permit me to refer once again to some specific statements in my recent communication to the New Jersey Legislature in which I emphasized the important role of vocational-technical education in providing a Constitutionally-mandated "thorough and efficient" education for New Jersey citizens:

Given the options, students are electing vocational preparation in ever increasing numbers.

For thousands of students, vocational preparation has become a thorough and efficient mechanism for attaining goals—without closing the door to college attendance.

To deny students access to enrollment in vocational preparation is discriminatory and perpetuates unequal opportunity and denial of career goal attainment.

It is . . . proposed that at least 60% of the current 9 to 12 secondary school population is interested in and could benefit from vocational preparation assuring that group of a salable skill upon graduation from high school, and not precluding college attendance.

* * * the number of students in vocational programs in the secondary schools must be doubled by 1980 so that approximately 60% of the students enrolled are in some program of vocational preparation.

Results from Dollars

New Jersey's accelerating growth in its secondary vocational education program, requires a continued and increased Federal support through improved Federal legislation.

In the midst of such great expansion, this State has a record of getting solid results from Federal dollars. Permit me a few comments about costs and benefits.

Three major dimensions of the cost data on New Jersey vocational-technical education are available in *Project Baseline:* (1) The relative levels of funding from local, State and Federal sources; (2) per student costs; and (3) relative expenditures for persons with special needs. Revealed is a massive decade-long growth in funding for vocational education from all sources, a shrinking Federal dollar, a comparatively modest per student cost, a notable investment in the vocational training of those with special needs, and an increasingly greater demand for local, State and Federal dollars.

In assessing the results of vocational-technical education in the United States, three indicators are usually explored: (1) To what extent did employment follow vocational training? (2) Was vocational education appropriately available to the public? (3) To what extent did vocational education serve groups often neglected in our society? In nearly every instance, New Jersey's record is clearly outstanding, compares well with neighboring states, or is better than the national averages made available in *Project Baseline*.

For example, in 1972, New Jersey's record of placement of the 45,121 completing vocational programs at all levels was clearly outstanding. Among secondary students, New Jersey led the nation in the percentage of students employed in relation to the total completion and early leaves with marketable skills.

NEW JERSEY STUDENTS EMPLOYED AS A PERCENT OF TOTAL COMPLETIONS AND EARLY LEAVERS WITH MARKETABLE SKILLS, AS COMPARED WITH NATIONAL AVERAGES

[Fiscal year 1972 data]

Level	Percent—		New Jersey's rank among the States
	New Jersey	United States	
All levels	64.70	49.97	4
Secondary	67.06	46.25	1
Post secondary	74.17	55.96	12
Adult	51.43	56.53	25

Source: Project Baseline, vol. II.

Mr. DUNGAN. I think, Mr. Chairman, we are not here—this morning, at least—to talk to you about specific amendments to the existing law. We are here to talk with you about a conception of the occupational education business as we see it and what the implications of that vision of the occupational education problems are for administrative arrangements.

Specifically we believe that the problem of occupational and vocational education spans, as is obvious to all, young and old, that a major part of it, currently and in the foreseeable future, is what we would call young adults, men and women anywhere from around 18, or even younger, through the early 1930's.

We believe also that the administrative and physical arrangements, both at the Federal and the State level, should be flexible enough to meet a wide variety of needs; that the education ought to occur in different kinds of places, not necessarily in schools or colleges—physical arrangements; that the education should occur in a variety of modes, not necessarily in terms of courses of a semester or other length; that the education and/or training might very well occur outside or in cooperation with nonprofessional educators such as on-the-job situations; and that it is very important and the keynote, I think, of our testimony, Mr. Chairman, that whatever arrangements are made at the Federal level be sufficiently flexible so as to permit States that have a will and a capacity to do so to use that Federal money in support of a sensibly developed State plan for the totality of educational problems within the State.

We are not necessarily criticizing, at least we do not want to emphasize criticism of anything in the past, although, as in any program, it is clear in any human activity that mistakes have been made in the past. We are not concerned about the past. We want to look to the future.

If there is any characteristic, it seems to me, whether we are talking about funding strategy or administrative structures, it is that they ought to be flexible.

The second point that I think is emphasized in our testimony is that the Federal Government's role in monitoring occupational and vocational education ought to be precisely that—monitoring. We use a catch phrase in our testimony that we don't think that policy and direction of programs ought to be accomplished in "the rabbit warrens of Washington" but rather that the role of the Federal Government and the Congress, I might suggest respectfully, is to set objectives, if you will.

Chairman PERKINS. Let me ask you a question at this stage of the game. You are telling the committee that you believe the allocation formula—you did not use that terminology—should be flexible to take care of various situations existing throughout the country if I understand you correctly?

Mr. DUNGAN. That is correct.

Chairman PERKINS. And furthermore that you believe that there should be only one State administrative body, or administrative board, dealing both with technical schools and the regular vocational system within that State.

Mr. DUNGAN. Before I answer that question, I want to be sure that my colleague gets a crack at it, too. We were discussing it a little earlier. Obviously we believe that the Federal Government as well as the State ought to have an administrative officer to whom it can look for responsibility for anything.

In this case, we are talking about occupational and vocational education. In that sense, I believe there ought to be a single State agency. The problem is, when you use that term, immediately you conjure up in the minds of many, including mine, a particular administrative structure.

To be frank with you, to use my emphasis on the future rather than in the past, the single administrative agent at a State level ought to be a lot different fellow than he has been historically in many States. In other words, he ought to be permitting creative input from a variety of people, including the consumer.

Chairman PERKINS. Now, Commissioner Burke, what additional response do you have to those two questions?

STATEMENT OF DR. FRED G. BURKE, COMMISSIONER, STATE DEPARTMENT OF EDUCATION, NEW JERSEY

Dr. BURKE. Mr. Chairman, I would like to pick up, if I could, on Chancellor Dungan's remarks. I think there is a great deal of confusion surrounding the concept of the State agency. I serve as commissioner of education in two States and on the board of the council of two States of school officers and I am familiar with a variety of arrangements which characterize the governance of education in different States.

I think the one thing we don't need is one more kind of governing structure for the kind of education called vocational. We have worked very hard over the years to take away the "blue collar-white collar" designation between vocational education and nonvocational education. I think if we separated vocational education off from kindergarten through 80 years of age into a separate category, we would be restoring that.

Now, in New Jersey, for example, the flexibility is such that we feel that we already have an existing structure. We have a board for higher education; we have one for elementary and secondary. We have a coordinating council, which is a legally constituted body, which coordinates the two groups. We also have, of course, the 1202 commission. We know we can make this work.

In Rhode Island they have a single agency for all education—higher, elementary, and secondary. I think one has to take that into consideration there.

So I think one has to avoid establishing new third parts of the educational governing structure.

Chairman **Perkins**. That is the point that worries me. There is a variety of viewpoints along that line. It would appear to me that you are going to have more difficulty in obtaining coordination if we set up these separate State boards for the technical schools, separate and apart from the regular vocational schools within the State that are presently administered under one State board system.

But there is a way, and we should provide flexibility in the operation of one board and see that the boards cooperate and are properly coordinated and nobody is short changed.

Dr. **Burke**. We feel one way of doing that and also one way of handling the question of set-asides would be to put less emphasis on that kind of control but put more emphasis on the strict plans you require from us. We accept the challenge of strict plans. I think whether or not we are funded and how we are funded should be demonstrated in a plan to you that shows we are indeed coordinated.

Mr. **Duncan**. Mr. Chairman, I would have to say, however, that from a theoretical administrative point of view, your viewpoint is absolutely right. I think it is very, very difficult, if I may say so, from a policymaking level in a legislative body in the Congress, to insure that that cooperation actually occurs.

You may say it and wish it, but it has not happened thus far on the whole.

For example, Mr. Chairman, you have written in your law what I think is an undesirable rigid way; that is, the set-aside percentages. Obviously, I represent the secondary side of the spectrum.

I will tell you flatly that the intention of the Congress that up to x percent goes to postsecondary has not been fulfilled. What I am suggesting, sir, is that despite the Congress, with all the best intentions in the world, and many, many people in the executive branch at the Federal level, it has not occurred. Therefore, one has to be careful.

While one says single State agency, single administrative unity, you have to also be very careful, and that is why people are coming in with what I called Rube Goldberg types of arrangements, to insure everybody is in the act because they have not been in the act thus far.

There is a large gap between congressional intent and what actually happens out there in "the boonies."

Chairman Perkins. Any further comment, Commissioner Burke?

Dr. Burke. Mr. Chairman, I think you are witnessing some changes occurring at the State level in education generally. They are in the right direction. The fact that the Chancellor and Commissioner come down together and prepare what I think is unique joint testimony which eliminates the whole question of turfmanship and provides data for the committee which rises above the kind of differences as to how the pie should be cut up, is indicative of what is happening.

Chairman Perkins. What I intend to do at a later date is to get the regular school people in here from various States, people from South Carolina, from the technical schools, and other sections of the country, and tell them that we have to have an operating program.

We had a lot of these problems to iron out in 1963. HEW and Labor were at each other's throats as to who was going to handle the legislation, and they got to the point that neither gave a damn as to whether we got any bill or not.

Finally, we got them in a room and told them that we had to have this legislation, and we had to beat some heads together. We are going to get a consensus of opinion and do no grave injustice to any group. We will be fair.

I know the plans have to be flexible, and we can iron this thing out. If we have two or three Boards fighting each other, I am afraid that will cause more disturbance and do more harm to vocational education than it will do good. That is my personal view.

Mr. Duncan. I think you are absolutely right on that, Mr. Chairman. I don't think that vocational education exists in any particular administrative or institutional setting, and that is the thing that I think needs to be underscored. That is occurring in universities and in colleges and industrial enterprises, and we have to be sure that we are able to get the State and Federal funds into the places where it is good for the clients, not where it is good for any institutional structure, be it community college or anyone else.

I don't want it biased that way; I want it another way.

Dr. Burke. We thought for a moment of joining forces in counseling services. The needs of youngsters in secondary education looking for jobs, and the needs of adults for counseling in looking for jobs, have enough similarity that we should not set up two structures.

Could I read the last few lines of our testimony?

Chairman Perkins. Go ahead.

Dr. Burke. Developing a common position on such a crucial issue has been a rewarding experience for both of us. We feel that it may suggest to you what cooperation can be tapped at the State level if you, Mr. Chairman, and the members of the committee entrust us with this new challenge.

We believe that much good can be done, and we stand ready to aid this committee in any way appropriate to expedite the development of this legislation.

I have one more personal privilege. I brought with me three high school students from Trenton: Georgette McRae, Keith Johnson, and Cynthia Severs.

Chairman PERKINS. I see them in the room.

Let me compliment you distinguished educators for your help to the committee.

We will defer questions until we hear from Dr. Palmer and Dr. Barton.

If you, Commissioner Burke, will hand that microphone to Dr. Palmer, the executive director of the South Carolina Board for Technical and Comprehensive Education, we will be delighted to hear from him at this time.

Without objection, your prepared statement will be inserted in the record in full. Go ahead.

STATEMENT OF DR. CHARLES E. PALMER, EXECUTIVE DIRECTOR, SOUTH CAROLINA BOARD FOR TECHNICAL AND COMPREHENSIVE EDUCATION

Dr. PALMER. Thank you very much, Mr. Chairman.

As you indicated, my name is Charles Palmer, executive director of the South Carolina State Board for Technical and Comprehensive Education. I am not going to present all of the prepared testimony.

Chairman PERKINS. Your entire statement will be inserted in the record as though you read every word of it anyway.

[Statement referred to follows:]

PREPARED STATEMENT OF DR. CHARLES E. PALMER, EXECUTIVE DIRECTOR AND DR. THOMAS E. BARTON, JR., PRESIDENT, GREENVILLE TECHNICAL COLLEGE, GREENVILLE, S.C.

INTRODUCTION

Mr. Chairman, my name is Charles E. Palmer and my position is executive director of the South Carolina State Board for Technical and Comprehensive Education. I represent a state system of sixteen two-year, post-secondary, occupationally-oriented institutions that, during the winter quarter of 1975, enrolled over 51,000 students and during this fiscal year will touch the lives of over 100,000 persons by providing various forms of educational activity and opportunity. I am honored by this invitation to make some brief background statements on our South Carolina Technical Education System.

During the ten-year period from 1963–73, South Carolina experienced exceptional economic growth which still continues. For instance, during that ten-year period, Personal Income has increased from less than $4 billion in 1963 to over $9 billion in 1973; Corporate Income Taxes have increased from $32 million in 1963 to $183 million in 1973; Sales Tax Revenues have increased from $80 million in 1963 to $186 million in 1973.

It has been said repeatedly that one of our most significant economic resources is the State Technical Education System. The first of our major responsibilities is fulfilled by our Industrial Services Division which conducts Special Schools for new and expanding industries to provide them with highly specialized, intensive pre-employment training for their initial workforces. A second major thrust is conducted by our Division of Manpower Services which, in South Carolina, has the administrative responsibility for the classroom training components of all the federal manpower training programs including the Comprehensive Education and Training Act. Our third major responsibility is fulfilled by our statewide network of post-secondary technical colleges and centers in which we work with the citizens of our local communities to provide them with extensive job skill updating and upgrading opportunities and with a wide-range of educational programs at diploma and associate degree levels that will assure our citizens every possible personal and economic advantage in pursuing post-secondary education.

TEC's educational programs are almost 100% vocationally, technically and occupationally oriented. Ours is a very unique and desirable post-high school educational system. We have been visited by representatives of 18 foreign countries, and 44 different states have sent official delegations to learn how our particular combination of occupational education and industrial development has achieved such spectacular economic progress for South Carolina.

There is a strong body of opinion that one of the prime contributing factors in our very successful postsecondary occupational education system relates to the fact that we function under an autonomous board that is independent of the State Board of Education and is also distinct from the four-year college and university boards in the state. Our separate status has given us the flexibility to respond quickly to the needs of our people and to the industries that choose to locate and operate in South Carolina.

From a modest beginning in 1961 with a special state appropriation of only $250,000, the State TEC System in South Carolina has developed into a mature, responsible and accountable post-secondary educational system which administers a budget this fiscal year of $48 million, comprised principally of state allocations, local funds and student fees. Our State TEC System receives only the approximate amount of $810,000 per year of Vocational Education Act post-secondary and secondary federal funds.

Since our technical education programs are almost entirely occupationally oriented, and the majority of our students attend part-time while employed, the estimated 100,000 individuals who will participate in one or more TEC courses during the fiscal year represent an estimated 41,800 full-time-equivalent students. The student annual enrollment increases range from 24 to 32 percent per year. In our judgment, this phenomenal rapid growth is an indication of how significant and compelling were and are the needs of the local communities. We see this as a further indication that our unique system is meeting the individual and personal needs of the people of South Carolina who want to seek post-secondary technical education, and is also meeting the needs of business and industry within our state.

Our State TEC Board cooperates with the State Board of Education (which is also designated as the State Board of Vocational Training). TEC seeks clear and thorough coordination and articulation of its post-secondary programs with the vocational programs conducted by the high schools and the rapidly growing system of area vocational schools. The area vocational schools are expected to number approximately 60 institutions when the secondary vocational education system is complete.

We commend the Members of Congress for their serious attention to vocational-technical education programs and needs, and to other important areas of education. We have followed the numerous proposed revisions to the 1968 Amendments of the Vocational Education Act with great interest and are pleased to have this opportunity to appear before you to express some concerns and to submit certain recommendations for your consideration.

Mr. Chairman, with your permission, I request that the remarks made here today be entered into the record. In the interest of time, I will briefly summarize some of the major recommendations that are explained more fully in the written testimony.

The Vocational Education Act of 1963, as amended in 1968, has made significant contributions to vocational education nationally. Based on the needs that were present during the 1960's, the emphasis on secondary vocational programs was entirely appropriate. But, during the 1970's the post-secondary occupational education programs in our country have become increasingly large and very important. It is not my intent today to suggest in any way a reduction of programs for secondary students. I would like to join with others from the two-year post-high school institutions, however, in requesting more emphasis on post-secondary occupational programs. We in South Carolina, as well as those in other states, believe it is time to reconsider some of the Act's basic provisions in order to meet changing circumstances. We have identified and are meeting the needs of our citizens who seek post-secondary technical training and our rapidly expanding enrollments affirm our belief that occupational education is being increasingly sought at the post-secondary level for many reasons.

There has been a decline in the number of students enrolling in our nation's elementary schools, and this decline is beginning to be reflected at the secondary level. But post-secondary occupational program enrollments continue to rise due to the increasing number of graduates choosing technical careers, due to an increase in the number of housewives returning to the workforce, to the rise in the unemployment rate, the escalating re-training needs of adults who find their job skills obsolete or unrewarding, and to an increase in the number of older Americans returning to education, to cite just a few reasons.

I would like to begin my official remarks with the statement that, as technical educators, we have been very pleased with the improvements that the Congress has made through the 1968 Amendments of the earlier Vocational Education Act of 1963. Under the Amendments of 1968, recognition was given to the support of programs at a post-secondary level. I refer specifically to the 15 percent set-aside under Part B which clearly designated a minimum level of funds to support post-secondary programs.

But while the 1968 Amendments required at least 15 percent of Part B funds to be used at the post-secondary level, it appears that in many states, the 15 percent has been viewed as a maximum level; and in many other states, less than 15 percent has found its way into post-secondary technical education. In the 1968 Amendments also, setasides for post-secondary programs relate only to Part B funds. Other parts of the existing legislation are highly significant and directly relate to the needs and to the programs offered in post-secondary institutions. In South Carolina specifically, although individual proposals and requests have been made for other than Part B funds, monies have come from the other categories into post-secondary programs for the first time this spring.

We commend the Congress for recognizing the need for distributing funds between secondary and post-secondary institutions. We respectfully request and recommend that Congress now increase the 15 percent currently designated for post-secondary funds to at least a 30 percent level. We also request that Congress now increase the total amount of funds available to all levels so that not only post-secondary program funding can be increased from the current 15 percent to at least 30 percent, but also that at the same time, secondary programs can be assured of continued adequate funding. We further recommend that Congress consider using set-asides in all parts of the legislation in order to assist post-secondary institutions meet the special needs of the people enrolling in technical programs at the two-year post-secondary level.

This brings us to other major points of concern in South Carolina. One is a concern with existing definitions. We would call to the attention of the Congress a need for more specific definitions and delineations of intent between *secondary vocational education, adult vocational education,* and *post-secondary vocational education.* The current definitions do not clearly communicate the intent of Congress, nor do they adequately differentiate between levels of training, nor types of institutions. This causes overlapping of areas of responsibility, and in many cases, fosters unnecessary duplication.

In addition to a clarification of definitions, more flexibility and freedom of operation at the state level could be facilitated by combining certain current categories which are identified within the Vocational Education Act. Specifically, we would recommend to the Committee that they consider combining funds for Part C (Research and Training) with Part D (Exemplary Programs and Projects) and Part I (Curriculum Development), all of which are related to the improvement of vocational education. We suggest that the category could be identified simply as "Improvement of Vocational Education". We would further suggest that the Committee consider combining funds for Part G (Cooperative Vocational Education) with Part H (Work Study), since both of these parts are closely related in intent and purpose. This category could be identified simply as "Work Experience". Funds, of course, should be distributed equitably between both secondary and post-secondary students. A further specific recommendation that we would like to make would be the combining of set-asides for programs for the disadvantaged and the handicapped. This combination would allow greater flexibility at the local level. We suggest a combined minimum of 20 to 25 percent.

In the educational Amendments of 1972, a substantial reorganization of occupational education delivery systems were indicated. Two-year colleges across the country, with their substantial increases in enrollments in occupational education, were given a promise of more equitable representation at the federal level. We request a similar recognition and a more equitable representation in proposed changes in the Vocational Amendments of 1975. We also recommend that the Congress consider establishing a maximum percent of the state allocation of vocational education funds for administration purposes. Within that maximum percent for administration, some assurances need to be provided post-secondary education systems that their administrative needs will be met.

The question of administration of vocational education funds coming into the states brings us to our final major area of concern. It is our firm judgment that the "sole state agency" concept does not give sufficient recognition of the states' rights to organize and administer to their own individual needs. As you well know, South Carolina is not alone in having established and clearly designated a separate state agency for the administration and operation of two-year post-secondary occupational programs. We respectfully request and urge that you seriously consider including in your final adopted legislation the elimination of, or a statement of waiver of the "sole state agency" concept for each of those states which have already established and have clearly designated separate state agencies responsible for the coordination of two-year post-secondary institutions and programs.

On March 12, 1975, the State Board for Technical and Comprehensive Education considered the implications of the pending Vocational Education Amendments of 1975. The Board recognized, and so stated in a resolution (a copy of which is attached) that post-secondary occupational programs are fully eligible for limited Federal funding under existing and proposed vocational education legislation. The Board further recognized that the "sole state agency" requirement causes the South Carolina post-secondary Technical Education System to be dependent upon the secondary system of vocational education although we are a distinct and separate agency of the State. Our Board supports the concept that states should receive, and distribute according to their own organization and need, Federal funds designated according to the intent of the Congress. We do not perceive that Congress intends to disregard the established state agencies responsible for different levels of vocational education. We therefore support the concept that the agency within the state having responsibility for secondary vocational education should receive and administer those Federal funds set aside or otherwise designated for secondary vocational education. Likewise, the agency within the state having responsibility for post-secondary vocational and occupational education should receive and administer those Federal funds set aside or otherwise designated for post-secondary vocational and occupational education. Vocational Advisory Committees and the required state plan structure will facilitate cooperation at the local level, and cooperative reporting of expenditures according to the intent of the Congress.

A resolution regarding Vocational Education Legislation adopted by the South Carolina State Board for Technical and Comprehensive Education in regular session at Columbia, S.C., March 12, 1975.

Whereas the South Carolina State Board for Technical and Comprehensive Education has within its jurisdiction all two-year, state-supported, postsecondary technical institutions and their programs that are presently operating and any created in the future; and

Whereas the South Carolina Technical Education System enjoys national prominence in postsecondary vocational/technical/occupational education, and is recognized nationwide and internationally as the outstanding model of a dynamic postsecondary education system which blends effective occupational programs with vigorous state development activities, a combination which has achieved desirable industrial and business diversification resulting in spectacular economic growth for South Carolina; and

Whereas such postsecondary occupational programs are fully eligible for Federal funding under existing and proposed vocational education legislation; and

Whereas the sole state agency requirement for the administration of Federal vocational education funds imposed by certain existing and proposed legislation causes our South Carolina postsecondary Technical Education System to be dependent upon the secondary system of vocational education for the allocation of Federal funds intended for postsecondary purposes, a situation which acts as a barrier to our full participation in postsecondary vocational education funding: now, therefore be it

Resolved, That the South Carolina State Board for Technical and Comprehensive Education endorses legislation which eliminates the sole state agency requirement and which sets aside at least 30% of all vocational education funds coming into the state for postsecondary vocational education; and be it

Resolved further, That this Board supports the concept that the agency within the state having responsibility for secondary vocational education should receive and administer those Federal funds set aside or otherwise designated for secondary vocational education purposes, and that the agency within the state having responsibility for postsecondary vocational and occupational education should receive and administer those Federal funds set aside or otherwise designated for postsecondary vocational and occupational education purposes; and be it

Resolved further, That this resolution be communicated to the Members of the South Carolina Congressional Delegation and to other interested persons, organizations, and agencies.

Y. W. SCARBOROUGH, JR.,
Chairman of the Board.
CHARLES E. PALMER,
Executive Director.

SUMMARY OF RECOMMENDATIONS

1. The level of funding for post-secondary vocational-occupational programs should be significantly increased, but not at the expense of the secondary-level programs. An adequate level of funding for rapidly increasing post-secondary occupational education programs should be established based on realistically projected enrollments and employment needs. At the same time, analyses should be conducted of needs and potential enrollments for secondary-level vocational programs and adequate funding should be provided for enrollments and programs for which there are justified needs.

2. Serious consideration and careful attention should be given to providing clear and meaningful definitions and realistic delineations of areas of responsibility as between secondary and postsecondary educational institutions, as well as among and between adult vocational education, postsecondary occupational education, and secondary vocational training.

3. Within the Voc-Ed legislation amendments, greater consideration should be given to all types of occupational training at the two-year associate degree technician level. New and additional occupational areas such as human services, health-related, business, public services, engineering and other technologies need much higher levels of Federal funding.

[illegible] More flexibility, efficiency, and freedom of operation at the state level can and should be facilitated by combining certain program categories of the current Vocational Education Act.

5. Specific setasides to support both secondary and postsecondary programs should be made applicable to all parts of the Vocational Education Act.

6. Funds designated for the administration of the Vocational Education activities should be limited to a percentage set forth in a clearly worded regulatory statement.

7. We urge the Congress to make provisions allowing the states to establish and fund separate state agencies for the administration of secondary vocational and postsecondary vocational-occupational education. To achieve this, we recommend elimination of the "sole state agency" concept, or, inclusion of an exception or waiver clause. The "sole state agency" requirement should not be mandatory in those states which already have separate state agencies in existence.

8. If the "sole state agency" concept is continued, either with or without exception or waiver provisions, we urge the Congress to require that such agencies be truly representative in a fair and equitable manner of all levels of education and all types of programs which may come within their jurisdiction.

In closing, we call the attention of the Committee to a portion of a resolution adopted March 12, 1975 by the South Carolina State Board for Technical and Comprehensive Education and forwarded to the South Carolina Congressional Delegation which states, and I quote:

"Resolved further, That this Board supports the concept that the agency within the state having responsibility for secondary vocational education should receive and administer those Federal funds set aside or otherwise designated for secondary vocational education purposes, and that the agency within the state having responsibility for postsecondary vocational and occupational education should receive and administer those Federal funds set aside or otherwise designated for postsecondary vocational and occupational education purposes * * *"

We appreciate the opportunity of appearing before the Committee, and anticipate your close consideration of our needs.

PREPARED STATEMENT OF DR. THOMAS E. BARTON, JR.

Mr. Chairman and members of the committee, you have just heard recommendations on proposed legislation from a state level perspective.

I represent Greenville Technical College, a member institution in the South Carolina Technical Education Program. I would like to present an institutional point of view of how the existing legislation affects postsecondary technical education. I also want to share some thoughts with you from a local educator's point of view.

As you know, the passage of the Smith Hughes Act in 1917 was the initial entry of the U.S. Government into vocational education. This law provided Federal support for programs in agriculture, home economics, and industrial subjects.

The long history of vocational education, and the many years the Federal Government has provided support for it says that such education is important. This long tradition, however, may suggest that programs created in 1917 are not in full accord with the needs of our time.

Many of us in this room have seen more technological advances in our lifetimes than occurred in the previous 200 years.

While we have witnessed many vast technological changes, as well as fluctuating economic conditions, many of the requirements for participating in federally funded programs have become more "cast in concrete." They no longer have the degree of flexibility that may be needed in today's society.

In recent year, we have seen a shift in the needs of students. In a complex, technology-oriented society, students need more career information, more exposure to a wide variety of jobs in order to make logical choices. But they need this information early in life—at the elementary and secondary school level.

The students of today stay in school longer. More of them participate in postsecondary education. As a result, a greater need for specific technical training is now at the postsecondary level. Moreover, these students want postsecondary education in a postsecondary institution. Adults prefer to attend classes with adults.

Congress recognized this shift in educational needs in the Vocational Education Act of 1963 when money was first authorized for postsecondary education. In the amendments of 1968, the Congress reiterated this position. Funds were specifically earmarked for postsecondary education through set-asides.

We believe that there is a genuine desire on the part of the State and national advisory committees for vocational education, the national associations for vocational education, and the Congress to see legislation emerge that will allow local institutions to determine in a very real sense how these funds will be spent.

Specifically, the needs of students and local business and industry could be better met by legislation which would accomplish the following:

1. Fewer "strings" attached to the money.
2. Consolidation of categories.
3. Significant increases in the set-asides for postsecondary technical programs.
4. Assurances that funds which are set aside for postsecondary programs are expended on such programs.
5. Elimination of the requirements that other agency funds be channeled through vocational education funds (such as the Appalachian Regional Commission, Economic Development Administration, and the Coastal Plains Regional Commission).
6. A provision of alternative approaches to funding through a sole State agency, where there are separate agencies for secondary and postsecondary vocational/technical education.

We consider these to be very serious matters, and we appreciate your giving your concerns and your time to this area.

Dr. PALMER. The State Board for Technical and Comprehensive Education of South Carolina is a different adaptation to meet State needs which puts us squarely between these two gentlemen over here which gives us a three-way consideration of South Carolina which further compounds the total picture.

Much of what both of them have said we understand and we will subscribe to it. Therefore, differences from South Carolina which from their practical point of view would not be resolved as they are not being resolved now.

Chairman PERKINS. Let me say to my good friend, Dr. Palmer, that we have so many different situations throughout the United States. Do you know in my section, east Kentucky, take my own county, take my own Caney Creek, the level of education is much below the eighth grade.

Those youngsters are dropouts, and maybe some of them are 30 or 40 years of age, have families, they need to be trained.

It is a question of training those people for jobs so that they can earn a livelihood. It is going to take more money at the area school level than at the other schools, the regular vocational schools, than for the technical schools down there.

This situation in the Midwest, they certainly need more money. A higher percentage of the students are high-school graduates. They need more money for their technical schools. We are going to have to write a formula that is equitable to allocate this money.

I think your situation in South Carolina is not too different from the situation in Kentucky as a whole. We can arrive at a formula here without shortchanging anyone and give more money to technical education. It has to be done. We have to sell the committee, and I think that can be done.

In the last week of these hearings I hope that I can get practically every member in here so that we can wrap this thing up. That will be about the last part of June when we have beaten all the heads together to get an agreement and get all the groups behind this bill.

I believe that we can accomplish and obtain the results, notwithstanding that there are some differences in the testimony today and differences in opinions of people who represent technical colleges, and it is the same way with people who come up here representing the area schools.

These differences are not so great that we cannot find a solution. We can. We are all just going to have to cooperate and help find the most desirable solution, let me put it that way.

Excuse me for interrupting but go ahead.

Dr. PALMER. Mr. Congressman, I don't disagree with the words you have said. We feel that we are in exactly the same position in South Carolina as you are.

May I very respectfully comment that it takes two to tango. In your case, it takes three. While we are willing to tango with both, you have to have a partner before you can enter into a meaningful discussion.

In South Carolina, that is not happening. That is what bothers us. The basic issue, if I may skip all of the other parts of this, the basic issue in South Carolina is that the sole State agency concept, dating back all the way to 1917, has resulted in the State board of education being designated the State board for vocational training.

Our State board for postsecondary technical and occupational training came into being in 1961, and has been very very influential in bringing about economic growth and industrial development in our State.

We think this is one of our greatest resources, and we must protect it, preserve it, and expand it.

Since the 15-percent set-aside came into the 1968 amendments, the South Carolina State Board for Technical Education has not received voluntarily $1 of those moneys.

Our State budget control board has had to arbitrarily transfer funds from the State Department's education budget to our budget in order for us to have any part of it; and we have not gotten all of it. We have not gotten any money for construction; we have not gotten any money from any other facets provided.

Out of our total budget of $48 million, primarily State, local, and student fees, only $810,000 automatically or arbitrarily transferred by the budget and control board came out of vocational education money.

The key to that is that the State board of education in 1971 was designed as a State board for vocational training.

I submit to you the situation is considerably different in 1974, 1975, and 1976. I submit to you that vocational education, technical education, occupational education does take place at many, many different levels all the way from the elementary schools through the graduate schools.

As long as those funds are mandated through one State agency, which in our case happens to be the State board of education which has the responsibility for elementary and secondary education, there is not much chance, as is proven by the last 7 years, that any other level or type of institution or program beyond their programs is going to get any consideration at all.

Now, I think this relates back to what you have said. I think it relates to the basic problems these gentlemen have alluded to. In fact, in South Carolina right now we had to make strong suggestions that we were going to seek legislation at the State level to remedy this before we got anybody to talk to us at all. We do now have their attention, sir.

In Kentucky you use a 2 by 4 across a mule's ears. We use suggested legislation. So we now have a kind of discussion going on. I think it is related to the type of discussion you mentioned here, getting them in a closed room and say we have to come to an agreement.

This is a serious situation in South Carolina.

Chairman **Perkins**. I know you have a serious situation.

Dr. **Palmer**. We feel something must be done here to set the stage for a satisfactory resolution of it at the State level. We need clearer definitions of programs, we need clearer delineations of responsibilities in types of institutions. But we clearly acknowledge that this is different because this type of education at different levels in different institutions takes place across total spectrum.

It is difficult and we would welcome the opportunity to try to find a solution. We must repeat again our very firm conviction that the present situation for our very important segment of education in South Carolina is an intolerable one, sir. There must be some change.

Chairman **Perkins**. Do you want to ask some questions, Charlie?

Mr. **Radcliffe**. Thank you, Mr. Chairman.

I guess this would be addressed particularly to the situation in South Carolina that would be applicable to the previous testimony.

Dr. **Palmer**. It is there for everyone to some degree.

Mr. **Radcliffe**. Do you feel that even having designated a single State agency for the administration of a single program designed to meet the needs of a particular State—the people needs of that State—that somehow we could structure in the Federal Act the planning mechanism in such a way that it would assure that there would be, first of all, a genuine assessment of what the needs are in that State and then second, a really concerted and bona fide effort to meet those needs with a reasonable allocation of resources, both Federal, State, and local? Isn't that possible? That is the first part of my question and I do, if the Chairman will be so kind as to permit, have a following question.

Dr. **Palmer.** You say is that possible?

Mr. **Radcliffe.** Yes.

Dr. **Palmer.** Basically and theoretically it is desirable. Whether it is practically possible or not I would have to say I doubt.

Mr. **Dungan.** Can any of us comment on that question?

Mr. **Radcliffe.** Of course.

Mr. **Dungan.** I think it is very possible but I think you have to have an opportunity for those people who may be dissatisfied with whether the plan has been adequately implemented to be able to publicly protest, if you will, the distribution of the funds at the Commissioner's level before he allocates.

I am talking about the U.S. Commissioner. In other words, set down the principle, approve the plan, and then give an opportunity to those who may feel that they have not been fairly treated to make an appeal directly to the Commissioner.

Mr. **Radcliffe.** Mr. Chancellor, we have done that in other legislation. I would think personally as counsel that that is an excellent suggestion. It raises a problem in view of your earlier testimony.

If the Federal Government is only to monitor these programs and if in the process it finds that those things mandated in the act are in fact not occurring, not being done, the needs are not being met, the Federal funds are not addressed to carrying out the purposes of the act, don't we have to go beyond monitoring and doesn't there have to be affective Federal administration of that act that says at that point we are cutting off the funds, we are not approving the funds.

Mr. **Dungan.** That is what responsible monitoring is, if I may say so.

Mr. **Radcliffe.** But that did not come clear in your oral testimony. It is, of course, important to us.

Dr. **Palmer.** I submit the practicality of what I was referring to in my response, to be specific, by example to South Carolina, is that the very fact that the State board of education in 1971 may have been the proper agency to be designated as the State board for vocational training but it does not hold true today.

The designation of a requirement of a sole State agency, which does not also carry with it a stipulation that it be representative of institutions and programs and the people and so forth that it is supposed to have under its jurisdiction, will not have work. It certainly would not in South Carolina where the State department of education is that agency and does not have any, even sympathetic attitude towards this board or the higher education institutions in the State do not recognize they have this across the entire education spectrum responsibility for the education.

Mr. **Radcliffe.** Would it be possible for the purpose of this act to mandate a restructuring of the membership on this board?

Dr. **Palmer.** I am suggesting in the testimony that this is essential. If you are going to continue the State agency concept that is essential.

We are suggesting that as an alternative a waiver or exception provision be included in there where you have separate State agencies, that they participate in this process by law. One or the other has to take place.

Mr. **Radcliffe.** I think you can see the undesirability of trying to mandate at the Federal level for States with all sorts of financing patterns and indeed differences in needs and problems, a given level of funding for postsecondary as opposed to secondary or what have you.

STATEMENT OF DR. THOMAS E. BARTON, PRESIDENT, GREENVILLE TECHNICAL EDUCATION COLLEGE, SOUTH CAROLINA

Dr. **Barton.** In the legislation could you clearly delineate the difference or could you specify the responsibilities at the secondary level versus the responsibilities at the postsecondary level? In other words, I think that is where I see a problem developing, the way they are circumventing your present legislation by simply adding adult programs at night into what we think, as they were designed, vocational high schools.

Mr. **Radcliffe.** I would think that the committee would welcome any suggestions that you would have along those lines. I don't know how much it is possible to do in the Federal law.

Dr. **Barton.** I don't believe you are going to solve the problem until you do what we have said though.

Mr. **Radcliffe.** We need your help in doing that. We need the suggestions that we have been getting in these hearings, perhaps in terms of some specific language, even."

Dr. **Barton.** I think that is it, the language.

Dr. **Palmer.** We have recommended here more clarity, more definiteness in the definitions. We have also recognized stronger clearer statements delineating lines of responsibility, area responsibility, to the end of illustrating what is the intent of Congress in making the funds available.

Then it is up to us to meet the intent of Congress. This is what we are trying to say. We may not agree with your definition but if you define it clear enough for us to understand your intent we will carry out your intent but we want to be sure that other agencies carry out your intent also.

Mr. **Radcliffe.** I think the driving intent in the 1968 amendments was that the total needs of the people in the States for occupational preparation be met with the resources at hand, and there be intelligent planning to accomplish that end.

I regret that the legislation was not more successful.

Dr. **Palmer.** The situation with us and I think with many other States is such that it did not do that because of the structure of the sole State agency and the requirement that it be the one that received and administered the funds.

This is the primary cause of what has transpired.

Mr. **Radcliffe.** Thank you, Mr. Chairman. The Chairman has been very generous.

Mr. **BLOUIN** [presiding]. Hello. I have no questions.

Do any of you gentlemen have additional comments you would like to make?

Dr. **BURKE**. I would like to add one comment.

We are required by other parts of Federal legislation in education to plan. We are given money under title V of the Education Act to develop statewide plans for education. The vocational education in my State of New Jersey, for every Federal dollar we get we spend $13 at the State level and $2 at the local level.

So if we are doing any planning the fundamental planning really is for the $13. Obviously we have to incorporate the $1 in it as well.

We really don't care, neither the Chancellor nor I, where the vocational or postsecondary or elementary or secondary takes place. That is not important to us. We want it to take place in any facility, private as well as public, that is best suited to the needs of the learner. So that we would be against any rigid kinds of distinctions between various levels of education.

I think this is one of the problems of American education. We have rigid distinctions and therefore we characterize them and we begin to provide social characterization in addition to the educational characterization.

Another problem at the State level is the constant replication and duplication of services. We started some years ago in education to provide transportation for young people. We put them in yellow school buses. We decided the public ought to provide transportation for other people as well, the aged.

We got different buses. We decided we would have to feed them. We put up a food structure in education. We put it in hospitals, higher institutions. I think given the State economy and the public finance it is imperative that we not create increasing boards and governing structures every time we want to identify a category of activity.

At the same level we are going to have to find ways for State agencies to act as broker and to provide access into that State agency for the clientele which are not a normal part of that State agency.

This essentially is the thrust of our testimony.

I want to go on record saying that I would be opposed to saying that there is something called vocational training education which is unique and distinct and let us create another governing structure, another board.

I think that this would be the height of folly and would tend to perpetuate the distinction between blue collar and white collar and other kinds of social distinctions which we work so hard to eradicate.

Mr. **DUNGAN**. I would like to piggy-back on that comment a little bit because while I subscribe to the views held by my colleague wholeheartedly on the need for flexibility administrative arrangements, I think all of us, our colleagues from South Carolina as well as us, recognize you have among the 50 States uneven commitment and competence or capacity to operate in the flexible mode that we are talking about.

To be frank with you, I think the Federal Government, the executive branch, has to be willing to take all the political heat that is involved in making discriminating judgment that says that the State has the capacity to fulfill the requirement of the law and indeed meet the requirements of the 1968 amendments but this one has and this one hasn't, with all of the concomitant results of those judgments.

I think, to be frank with you, that the reason that the 1968 amendments have not worked is because you haven't had sufficient, how shall I put it delicately, fortitude and integrity for people to make the judgment where, for example, in South Carolina or in New Jersey or anywhere else, where the occupational need has not been really met, which in most States I would say it isn't, if my information is right, in the major Middle Atlantic States that the biggest bulk of the requirement, the need, the people who need to be trained and educated is the young adult from 18 to 30.

I would assure you that is not being done in most of the Middle Atlantic States. You don't have to be a genius to know that. That is the thrust of my colleague from South Carolina. He knows where the need is but he is getting $800,000 of the money that is going to South Carolina to try to meet it.

Mr. Radcliffe. Thank you, Mr. Chairman.

I wonder what was the total amount last year going to South Carolina under the Vocational Educational Act.

Dr. Palmer. Something between $8 and $10 million.

Mr. Radcliffe. So you get less than one-tenth.

Dr. Barton. The problem is that where you specify 15 percent to go to postsecondary education and you don't get that money in postsecondary education.

Mr. Radcliffe. That is a minimum.

Dr. Barton. That is right. But that has not been met. That is the point.

Dr. Palmer. I also suggest to you that the very fact of this type of thing going on is contributing significantly to the proliferation and the duplication and the failure to meet needs of people which have been indicated here. It simply is not working.

Now, recognizing the magnitude of the problem and the difficulties involved we have not addressed ourselves in our testimony to specific bills or anything else because we don't think they address themselves to the problems really. We are addressing ourselves to principles.

In recognition of what Congressman Perkins has said about the possibilities of discussions down the road ahead I would very respectfully request that we be given the opportunity to participate in some of those discussions because we think we have considerable evidence and have given considerable thought to this and can make contributions at the grassroot level as evidenced by my colleague Dr. Barton, president of Greenville Technical Education College, 10,000 students, who is doing a tremendous job.

We have with us also Mr. Rudy Groomes, president of Orangeburg-Calhoun Technical College, another one of our outstanding institutions which is 97 percent or between 95 and 97 percent totally vocational, technically occupationally oriented.

This is a technical education system in South Carolina. We have 100,000 people participating in our programs this year which is about one-tenth of our work force in South Carolina. The thing you are talking about happening down the road ahead and the failure to provide some clear definitions and a better understanding has tremendous significance for our State.

We have done more than most States in meeting the needs of people. We are considerably ahead. But we see just horrible implications unless this matter is resolved.

We think it ought to be resolved. The groundwork for local resolution needs to be laid here. It does require I think considerable input and discussion among and between the Federal agencies, the State agencies, I suggest secondary level vocational education, the community colleges and technical institutes, the senior colleges and universities, and since we have CETA and other manpower programs which in South Carolina we administer classwide, classroom training components are involved in this, and I suggest to you also that in the consideration of the higher education amendments under title X, community colleges and occupational education, it is going to have tremendous implications right back here for the same things we are talking about this morning.

It is a tremendous significance to all of us in the field. We need to have a better understanding and clearer guidelines and definitions to express the intent of Congress if we at the local level even in the planning process are to see that those intents are carried out.

We are not impugning anybody's intents and motives. Everybody wants to do what is right but everybody sees it differently. We need clarity from here. We would like to offer whatever background we have, whatever information, whatever experience we have, to help you resolve that, realizing how difficult it is.

Mr. BLOUIN. I thank the gentlemen for being here today.

I think the committee realizes the complexity of the problem and is groping for solutions and new answers and new ideas. I think there is a general feeling that if we can avoid new agencies we would love to move that way.

I hope you realize the lateness of the hour last night and the reason for the lack of open eyes this morning.

The record is there. The members do read it and their staffs are aware of it. Your mark has been made and we appreciate your being here.

With that we will adjourn the committee.

[Whereupon, at 10:55 a.m. the committee adjourned, subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

STATE OF NEW JERSEY,
DEPARTMENT OF EDUCATION,
Trenton, N.J., June 12, 1975.

Hon. CARL PERKINS,
Chairman, Subcommittee on Elementary, Secondary, and Vocational Education, House Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR CHAIRMAN PERKINS: As Chancellor Ralph Dungan and I promised in our joint testimony before your subcommittee on April 24, I am enclosing additional comments regarding proposals for new vocational education legislation.

In the six weeks since we testified, the Administration, through the Office of Education, has introduced its version of proposals for new vocational education legislation. H.R. 6251 would present difficult problems for vocational education in New Jersey, and I have enclosed with this letter specific criticisms for your consideration. In addition, you will find comments pertaining to the several other bills now before your subcommittee.

I would also like to make you aware of the fact that the five Chief State School Officers of New Jersey, Pennsylvania, New York, Massachusetts, and Connecticut have established a task force composed of staff members from our respective departments to develop specific recommendations with regard to vocational education legislation. We feel that this five-state effort will provide you with some useful suggestions as you and the subcommittee continue your deliberations.

However, I must say that little has happened in these past six weeks to alter my view and the view that Chancellor Dungan and I expressed before your subcommittee, that Congress needs to take a fundamentally new approach to vocational education. It was our judgment then, and it remains so now, that jockeying among the various professional associations with a stake in the final outcome of your subcommittee's work was generating more heat than light, and in the process, confusing the basic goals that new legislation should address. We also felt that our joint appearance would underscore the willingness of many of our counterparts on the state level to work together in making vocational education programs more effective under new, more comprehensive federal legislation.

The key to new legislation, in my judgment, is to invest a single state agency with the financial resources and authority to undertake comprehensive planning in meeting the identified needs of each state's populations. This legislation should be flexible enough to enable states to determine priorities and to allocate resources to meet those priorities. To ensure that state efforts match Congressional intent, new legislation should require a comprehensive state plan and spell out accountability procedures to assist the Office of Education in monitoring state plans.

I also suggest that your subcommittee take a hard look at the question of set-asides targetted for specific population groups like the disadvantaged and the handicapped, as well as for populations identified by schooling level such as secondary, post-secondary and so forth. While I think that provisions for set-asides under existing legislation have stimulated expansion of state efforts in some areas, the subcommittee should consider whether a tipping-point is reached when mandated set-asides tie up much of a state's funding allocation.

Set-asides are a thorny issue, but I think that the Congress could address it in several ways. First, legislation could specify populations to be served as requirements for approval of state plans by the Office of Education. Second, Congress could establish maximum-minimum allocation boundaries for set-asides targetted for specific population and age groups under state plans. For example, with regard to the handicapped the new legislation could stipulate that no less than 5% but no more than 15% of a state's allocation be earmarked for specific programs serving that population. Third, the Congress could continue present mandatory set-aside provisions. This last option in my judgment does not allow states enough flexibility to devise program strategies to meet particular local needs.

I hope that you and your subcommittee find these comments, and the additional technical notes on the specific bills appended, helpful to you in your work. Once again let me say that I would be most willing to be of further service to your subcommittee in the development of this vital legislation.

Sincerely,

FRED G. BURKE,
Commissioner.

Enclosure.

COMMENTS ON PROPOSED FEDERAL LEGISLATION FOR VOCATIONAL EDUCATION

(By Fred G. Burke, Commissioner of Education, State of New Jersey)

H.R. 3993: CAREER GUIDANCE AND COUNSELING ACT OF 1975

This bill is an impressive attempt to improve career guidance and counseling by public agencies through program development, training and retraining of relevant personnel, research and evaluation. Taken alone, it is insufficient. However, new legislation could include many of the innovations in this bill.

H.R. 3036: POSTSECONDARY VOCATIONAL EDUCATION ACT OF 1975

While this bill intends to improve the administration of postsecondary vocational education programs, which is an important goal, it vests state jurisdiction for vocational education in two separate administrative entities. This separation of powers may seriously interfere with statewide planning and program articulation between postsecondary and secondary schools. Portions of this bill which restrict the eligibility of institutions would also limit the flexibility of planners in providing postsecondary vocational educaton programs.

H.R. 3037: VOCATIONAL EDUCATION AMENDMENTS OF 1975

This bill is especially strong in recognizing career guidance and exploration as a separate title and in allowing states flexibility in terms of their particular priorities. Some suggestions to improve this bill are in order.

First, procedures for determining allotments to the states as described in Section 132 may not accurately reflect the different states' need for federal funding support. In particular, the use of the per capita income measure is discriminatory against states like New Jersey that have high per capita income rates but which also have extremely large poverty-level income populations. A more equitable allotment which could be derived based on: (1) The state share of national population of specified age groupings; and (2) the state share of national unemployment. The formula proposed here would ensure that federal support would be directed toward those parts of the nation with the greatest populations in need of vocational program services.

Second, Section 133(d), which calls for 30% setaside of Part C funds for post-secondary education, may interfere with individual state needs, priorities, and policies.

Third, the unearned stipends described in Section 145(a)(2) are objectionable. Such stipends may foster and perpetuate a dependence upon public support, to the detriment of both the person and the program continuation of work study programs is preferrable.

H.R. 6251: THE ADMINISTRATION VOCATIONAL EDUCATION BILL

This legislation would pose serious problems for New Jersey's ongoing efforts in vocational education. But this bill contains some worthwhile features.

H.R. 6251 retains the single state agency concept, and also appears to provide for the strengthening of state planning. Title III of this bill removes presently mandated specific expenditures for particular educational institutions .

However, there are four major flaws in H.R. 6251. First, the bill reduces authorizations for the next five years to a level below the 1975 appropriation. This proposed funding level is inadequate. The need for vocational education is growing. New Jersey expects to double secondary vocational program enrollment by 1980, so that at least 60% of the state's secondary school population will be involved in vocational programs. This challenge, already made difficult by state and local budget squeezes, would be unattainable under the allocation New Jersey would receive under this bill.

Second, H.R. 6251 eliminates Federal dollars for vocational education facilities development [Title IV, Sec. 403(d)(2)] at a time when federal matching money is so critically needed. In the next five years, New Jersey will need $100 million in federal funds to generate the $400 million required for planned and proposed vocational-technical facilities.

Third, this bill under Title III, Sec. 301, requires state and local governments to provide 60% in matching funds for vocational education programs. This would discourage local participation in innovative programs.

Fourth, under Title III, Section 203 H.R. 6251 provides large set-asides (25%) for both disadvantaged and special needs students. These amounts seem unreasonably large, and would hinder the states' ability to develop flexible and comprehensive plans for the delivery of vocational education services.

VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, APRIL 29, 1975

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education of the Committee
on Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Shirley Chisholm presiding.

Members present: Representatives Perkins, Chisholm, Blouin, and and Mottl.

Staff members present: John Jennings, counsel to the majority; Charles Radcliffe, counsel to the minority.

Mrs. Chisholm. Ladies and gentlemen, I think we will now commence the hearing. We are going to ask Mr. Manuel D. Fierro, the president of the National Congress of Hispanic American Citizens, to come forward with his panel, and he can introduce the panel.

We are very glad to have you here this morning. It is most important that we have input from the Spanish-speaking groups in terms of what they are attempting to do in vocational education legislation.

STATEMENT OF MANUEL D. FIERRO, PRESIDENT, NATIONAL CONGRESS OF HISPANIC AMERICAN CITIZENS, ACCOMPANIED BY RICARDO ZAZUETA, NATIONAL DIRECTOR, SER/JOBS FOR PROGRESS; ERNESTO URIAS, SER/JOBS FOR PROGRESS; AND ALFREDO G. DE LOS SANTOS, JR., PRESIDENT, EL PASO COMMUNITY COLLEGE, EL PASO, TEX.

Mr. Fierro. Thank you, Mrs. Chisholm. Mrs. Chisholm, what we would like to do is—I would like to introduce our statements first and then allow time for some questions and answers after the whole panel has finished making their presentations.

Mrs. Chisholm. That will be fine.

Mr. Fierro. Madam chairman and members of the subcommittee, my name is Manuel D. Fierro. I am president of the National Congress of Hispanic American Citizens, a national, nonpartisan Spanish-speaking citizens' lobby located here in Washington, D.C.

Accompanying me today are three gentlemen who have a thorough understanding and who hold unsurpassed experience with the program areas this legislation addresses itself to: Mr. Ernie Urias, director of operation, SER—Jobs for Progress, Tucson, Ariz.; Dr. Alfredo de los Santos, president of El Paso Community College; and

Mr. Ricardo Zazueta, national director, SER—Jobs for Progress, Los Angeles, Calif.

Before continuing on to the issues of concern, I would like to present a short composite socioeconomic profile of the Spanish-speaking of this country so that the problems we will be addressing today may be brought into a clearer perspective.

Over 33 percent of all Spanish-speaking families live at poverty levels on incomes less than $5,040 per year as set by the United States Government.

The unemployment rate for the Spanish-speaking was 12 percent, as compared to 8 percent for the Anglo population in the first quarter of 1975, accounting for a 60 percent increase over the first quarter over the previous year, according to the Department of Labor.

The median educational level of the Spanish-speaking is 4 years below that of the Anglo.

The Spanish-speaking school dropout rate is twice the national average.

Eighteen-point-3 percent of Spanish-speaking homes are headed by females.

Only 12 percent of the Spanish-speaking are employed in professional or managerial occupations, as compared to 28 percent for the Anglo.

The list is endless, for these figures merely represent a scant overview of the demographic picture of the Spanish-speaking community which has for years experienced needless human suffering and neglect.

In addition to these monumental problems, the current economic situation has further aggravated an already serious situation facing the Spanish-speaking.

Therefore, we feel that Federal legislation must address itself to the problems of the Spanish-speaking community that will assist them to overcome the social and economic hardships which if remain unresolved will certainly result in a far more grave situation for the Spanish-speaking.

Vocational education has proven to be one of the most successful and effective Federal programs in the field of education. Millions have profited through job placement upon completion of training courses provided under the Vocational Education Act of 1963 and at the same time contributing greatly to the growth of the economy.

In fiscal year 1973 there were over 12 million students enrolled in vocational education throughout the country reflecting the great need and subsequent impact of such programs to assist students in training and preparation for employment in our ever increasingly technological society.

Unfortunately, these vocational education programs have had little effect upon the Spanish-speaking community due to the unavailability of these programs to adequately bridge the cultural and linguistic gaps of this Nation's second largest minority group.

This has been borne out by the extremely high rates of unemployment and underemployment and low educational achievement of the Spanish-speaking community.

The schools have failed miserably to understand and meet the unique needs of the Spanish-speaking. Moreover, the *Lau* v. *Nichols* decision has highlighted the gross educational inequities against persons of limited English-speaking ability.

Expanded vocational opportunities have been made available to the disadvantaged; yet very little attention has been given to those of limited English-speaking ability.

To aggravate the situation, State vocational officials have stated that it is much more difficult to allocate funds for particular population groups. Without consideration by the Federal Government, State and local governments are much less inclined to direct their resources to these groups.

Those of limited English ability must be given priority if they are to properly be served in their desire to participate in vocational education programs and profit from brighter employment opportunities.

Numerous bills have been introduced in Congress on vocational education which have been referred to this subcommittee. Yet not a single one has included language that addresses the needs of the limited English speaking.

Bilingual vocational education is at a critical stage of development. As many members of the subcommittee are aware, legislation was passed and signed into law during the 93d Congress amending the Vocational Education Act of 1963. It provided for bilingual vocational education programs.

This was the first step in the right direction in providing a necessary framework for instituting bilingual vocational education programs in the United States.

However, $17.5 million was authorized in fiscal year 1975; yet only $2.8 million was actually appropriated, resulting in a serious curtailment of the implementation of the bilingual vocational legislation passed by Congress last year.

Furthermore, these funds were awarded not under the specific title, but under title VII of the Elementary and Secondary Education Act, otherwise known as the Bilingual Education Act.

The Vocational Education Division within the Office of Education has been very reluctant to communicate its concerns on matters involving bilingual vocational education. There have been no additional requests for moneys by the administration to continue these vital bilingual vocational programs.

Worse yet, this legislation was only given a year's life span, which is due to expire at the end of this fiscal year. Bilingual vocational education has not even had ample time or sufficient funding nor the proper support from either the Office of Education or the administration to effectively establish itself.

Legislation addressing the needs of the Spanish-speaking and other groups with persons of limited English-speaking ability will be introduced later on this week by Congresswoman Shirley Chisholm, along with the chairman of this subcommittee, Mr. Carl Perkins, and other cosponsors.

This legislation will seek to extend and expand part J and section 122(a)(4)(c) of the Vocational Education Act of 1963 as amended, in the Education Amendments of 1974. (Public Law 93-380) which El Congreso will firmly support.

The Spanish-speaking would greatly benefit from the enactment of such legislation as well as other groups who face similar problems as experienced by the Spanish-speaking and who also have high numbers of persons with a limited English-speaking ability.

A major obstacle to the effective implementation of vocational educational education programs is that of the failure on the part of the Office of Education to collect data as to the types of students being served. Previously, the Office of Education has collected data on vocational education participants on the basis of race and sex. This practice was discontinued in fiscal year 1972. El Congreso strongly urges that the Office of Education reinstitute this practice in order that equal opportunity can be effectively monitored in vocational education. We further recommend that collection of this data be done on the basis of national origin, also. Government inaction has merely served to ignore the principle of equal opportunity.

The General Accounting Office (GAO) Report on Vocational Education dated December 31, 1974, recommended that in order to provide sound expansion of vocational opportunities and increase program effectiveness, the Secretary of HEW should take action to improve present practices in planning programs, distribution of funds, utilization of resources and relating training to employment. In addition, the GAO also called for the reduction of barriers which inhibit persons from participation in vocation education. El Congreso strongly supports these recommendations and their application to bilingual vocational education.

The AFL–CIO and the National Education Association, recognizing the problems currently being faced by the Spanish-speaking community, have testified before this subcommittee and have strongly recommended the extension of the bilingual vocational education provisions contained in Public Law 93–380.

In conclusion, I went to strongly urge this subcommittee to give every consideration to the proposals we have addressed here today. Whatever legislative bill is finally approved by this subcommittee must contain bilingual vocational education provisions.

To exclude these important provisions from the Vocational Education Act would be a gross injustice to our community and a step backwards in the progress this Congress has made in addressing the problems of our Nation's limited English-speaking population and the Spanish-speaking community.

Mrs. CHISHOLM. Thank you very much, Mr. Fierro. Mr. Zazueta?

Mr. ZAZUETA. Thank you, Mrs. Chisholm. Mr. Chairman and members of the subcommittee, I am Ricardo Zazueta, testifying before you today in my role as the national director of SER/Jobs for Progress, Inc., a demonstrated effective community-based organization.

SER is sponsored by the two largest Spanish-origin fraternal organizations in America, the American G. I. Forum and LULAC, the League of United Latin American Citizens.

For 10 years we have been concerned with the training and job placement of Spanish-origin people who could not be helped elsewhere. As we have matured in the past decade, we have come to realize that the formal manpower legislation encompasses only a fraction of the resources spent on occupational training.

Chairman PERKINS. Let me ask you gentlemen to yield just a moment. I want to compliment Mrs. Chisholm and you, gentlemen, because I know a couple of you have been most helpful in the lengthy conference that we had here last year in working out the differences between the House and the Senate.

As far as bilingual education is concerned, in order to accomplish what we did, we put through the 1-year bill, and Mrs. Chisholm proposes to extend the legislation. I am delighted to have the opportunity to joint her as cosponsor, and I commend her for the great work she has done.

It is my understanding that Mr. Quie will likewise join in an extension of this program.

You people have made a great contribution in this entire area by your aggressiveness in assisting us in writing the bill last year, and you have been a tremendous help in connection with the funding of the program.

We want to do the very best job that we can do this year. I can assure you that this bill will be forthcoming.

I am delighted that Mrs. Chisholm is chairing the hearing. You go right ahead, Mrs. Chisholm.

Mrs. CHISHOLM. Thank you very much, Mr. Chairman. Continue please.

Mr. ZAZUETA. Thank you very much, Mr. Chairman, for those comments.

We also believe that these resources and legislation authorizing them should begin as in section 301 of the Comprehensive Employment and Training Act, CETA, to recognize that Spanish-origin people are a major group in our country that need your special attention.

The Vocational Education Act is a case in point. Over $3 billion is spent each year. The question that immediately arises is: Are the Spanish-origin people receiving a fair share? It is hard to say. We look forward to an answer from the upcoming assessment authorized last June by this subcommittee.

But, after reviewing the recent GAO report on vocational education, which points out shortcomings in the service to the disadvantaged, we have discovered that the answer is no.

We have some recommendations which we believe would increase vocational education services to the Spanish-origin communities.

First, we ask for continuation of part J of the Vocational Education Act. For the first time, attention is focused on one group with a special need, Americans of limited English-speaking ability.

It has resulted in the upcoming assessment and it has focused the thoughts of the Office of Education and of many traditional institutions on this long overlooked group.

Second, in view of the need and the past rate of inflation, we believe the total authorization of appropriations should be $1 billion for the fiscal year ending June 30, 1976, and each of the 2 succeeding years.

Third, the final draft of a vocational education bill should require States to place special emphasis on the vocational needs of the economically disadvantaged and persons of limited English-speaking ability.

At least 25 percent of the Federal funds should go for these purposes, and these funds should go to those States and localities where the need exists. One method we endorse is that the funds go to those

States who choose to match the Federal funds on an equal basis for vocational education services for such persons.

Fourth, we believe vocational education services need to be more responsive to the needs of the community as a whole, and we, therefore, endorse the suggestions that State vocational education administrations should not be heavily dependent on Federal funds.

According to the GAO report, State administrations or State boards of education seem to view the Federal funds as a form of revenue sharing without accountability to either the Governor, State legislators, or Federal Government.

Therefore, the final bill should set forth a maximum percentage of Federal funds which may be spent on State administration.

Fifth, we believe local vocational education planning councils should be required. Their main responsibility would be to first stipulate to local vocational education staff the planning parameters, and, second, to submit the plan for vocational education in their areas to the State board.

The planning areas should be similar to the prime sponsorship areas authorized for manpower planning by CETA.

Procedures should stipulate cooperation between the vocational education planning councils and the CETA planning councils. And that community-based organizations, which provide manpower services, such as SER/Jobs for Progress be given substantial representation on these vocational education planning councils.

Because of this idea of introducing planning councils, we ask that the authorizations expire at the end of fiscal year 1978. By then, CETA will have matured and time will tell whether vocational education planning councils and CETA prime sponsor planning councils should be made to work closer together.

Sixth, we ask that the final vocational education bill require representation of community-based organizations such as SER on the national and State advisory councils on vocational education.

Seventh, the final bill should encourage State and local recipients of Federal funds to join with community-based organizations in the important areas of job placement and followup.

We view vocational education as a bridge to a decent job, and there should be accountability. We can help in that regard, by feeding back our results in job placement and followup data. We could specifically address the lament that classes and classroom practices are not keyed to the labor market.

Our eighth and final recommendation is that we believe that the Office of Education should be required to establish procedures encouraging cooperative arrangements between State and community-based organizations for the joint use of facilities.

In addition to my testimony, I am submitting the written testimony of our administrator in Las Cruces, N. Mex., Mr. Rick Sanchez. Mr. Sanchez suggests that community-based organizations such as SER can play an important role in the area of work experience with secondary institutions.

[Letter from Mr. Sanchez follows:]

JOBS FOR PROGRESS, INC.,
Los Angeles, Calif., April 25, 1975.

Mr. RICARDO ZAZUETA,
National Director, Operation S.E.R.
Los Angeles, Calif.

DEAR CHIEF: I am glad to take this opportunity to offer my opinion concerning problems with the current status of Vocational Education in regards to services to persons of Spanish origin.

One of the problems that have been evident is the fact that the Department of Vocational Education serves as a channel of funds for students but does not influence the training nor the placement on jobs after training. Vocational Education will normally contract training with private institutions or with established school systems. The school in turn will provide the actual training, but they however will not provide effective job counseling, job preparation, nor job placement. As a result the current services are fragmented without a central guide to provide policy or purpose.

A great weakness of the current system is the fact that many contractors are not fully qualified to reach, teach, and place their clients on jobs. The lack of cultural and ethnic sensitivity on the part of contractors, weakens the purpose of the Vocational Education Act. The curriculum and teaching methods employed by current contractors greatly approximates the traditional curricula and methodology of traditional educational institutions. Thus instead of having established a different approach to training as intended by the act, in reality we have established a poor substandard replica of the traditional educational systems.

Of greatest concern is the fact that under the present system persons of Spanish origin suffer more by virtue of their bilingual culture.

To a large extent only a few community based organizations such as S.E.R. have adopted the bilingual approach to recruitment, interviewing, counseling, teaching, training, and job placement of clients. Our efforts however are limited because of funding levels allocated to S.E.R. by prime sponsors.

My recommendations would be to include a minimum of 25 percent of all federal funds allocated to the Vocational Education Act to go to community based organizations who have adopted the bilingual approach to Vocational Education.

Secondly, that the Congress establish as part of the bill a review committee composed of minorities to determine the proper allocations of the Vocational Education Act, to be apportioned geographically, racially, ethnically, and culturally, as a national organization representing persons of Spanish origin. S.E.R. must be included as a principal member of such a committee.

Finally I would urge the Congress to reestablish categorical programs exclusively under Vocational Education Act to return greater efficiency to the operation of Manpower Training efforts.

Respectfully,

RICK D. SANCHEZ,
Administrator.

The vocational education area is important to the Spanish-origin people because of our desire to get good jobs. This committee must assure that the law and the regulations guarantee that the Spanish-origin people receive an equitable share of the vocational education resources.

Thank you for granting us this time to present our views.

Mrs. CHISHOLM. Thank you very much. Now we will have Mr. Urias.

Mr. URIAS. Thank you.

Mrs. CHISHOLM. Excuse me 1 second. Before you testify, I would like to make an announcement. The reason that none of the Republican members are here this morning is that there is a House Republican conference, and, so, they wanted me to be very sure to mention that it wasn't because of disinterest, but because they have a very important conference. Thank you.

Mr. **Urias**. Madam Chairman and members of the subcommittee, my name is Ernesto Urias. I am Director of Operation, SER/Jobs for Progress, Tucson, Ariz. I would like to read my statement.

A popular misconception is held by many Americans that the Spanish-speaking population of this country is to be found only in the Southwest. Actually, 31 States have Spanish-speaking populations of 20,000 or more, while 46 U.S. cities have populations of 10,000 or more Hispanos.

How many Hispanos reside legally in the United States? No one seems to know how many, but estimates by some people go as high as 16 million or roughly 5 percent of the total U.S. population.

Immigration reports that 443,000 Mexicans legally entered the United States between 1960 and 1970. Since 1959, over 600,000 Cubans have made the United States their home.

What do we know about the Latinos residing in the United States? For one thing, the median age of the Hispanos is 20 years, compared to the general population's median age of 28.

Children under 10 years of age make up 28 percent of the Latino population, while only 2 percent of the Latinos are 65 years of age and over.

Due to the large percentage of Hispanos in the younger age groups, the higher birth rate, and the continuous immigration, the representation of Latinos in the total population, labor force, and school enrollments will continue to increase.

Unfortunately, the unemployment rates and the school dropout rates for the Hispano will also increase. In education, the Hispano is still far behind in educational attainment. Census reports show that in 1970 one out of five Hispano adults, 25 years of age and over, had less than 5 years of education. This is four times the figure for the general population of the United States.

The median years of education completed by the general population at this time is 12.1 years. For the Hispano is only 9.6. California has the highest median of education at 12.4. For the Hispano in California it is 10.6. Texas has the lowest median for the general population at 11.6, while that of the Spanish-speaking in Texas is a dismal 7.2.

Here we are speaking about the stated level, not the functional level, of the individuals. I have seen many cases of individuals that have high school diplomas, but are functioning at the fifth grade level. Why? Insensitivity, insensitivity by educators, administrators, and school boards alike.

In Tucson, the president of school district No. 1, a district responsible for the education of over 60,000 students, a vast majority of whom are bilingual, stated, when asked his position on bilingual education, "If they want to learn Spanish, let them move to Mexico," or words to that effect.

As recently as 1970, only 83 percent of the Hispano youth between the ages of 16 and 17 in this country were enrolled in high school, as compared to 90 percent of the white population in that age group.

This can be attributed to the fact that most of the teachers are white and in many cases are unaware of the cultural differences that exist between themselves and their students.

I believe that Institutes on Cultural Awareness should be mandated for all organizations and institutions that receive Federal funds for bilingual education.

Furthermore, I feel that a good percentage of the administrators of these federally funded programs should be bilingual and bicultural. This will, in many cases, give the students someone to look up to and to relate to.

If things are bad for the male Hispano, the plight of the Hispano woman is even worse. Hispano women, on the average, have 6 months to a year less education than the men. Only two out of three Hispano women can be classified as literate in English.

Due to our low educational levels and our lack of English language skills, many Hispanos are forced to work in low-skill occupations, ones that, for the most part, have high unemployment, poor working conditions, low wages, and minimal opportunities for upward mobility.

In march of 1972, there were approximately 225,000 unemployed Spanish-speaking Americans. That was 8.2 percent of the entire Hispano labor force. This rate of unemployment was one-third higher than that of the general population.

CETA, title III, was supposed to have provided moneys for programs to help people with limited language skills. To date, I know of no moneys that have been appropriated or used for this purpose.

The Tucson SER program is currently using CETA title I money to provide English as a second language to three categories of monolinguals: (1) skilled or semiskilled workers with low educational functional levels; (2) skilled workers with high functional levels; (3) nonskilled individuals with low educational levels.

Seven out of 10 E.S.L. graduates of our program have been placed successfully on jobs: 99.7 percent of the graduates from groups I and II were placed on jobs, whereas only 43 percent of the individuals from group III were so placed. These figures indicate that successful placement is directly related to the skills and functional levels of the E.S.L. graduate.

Therefore, we would like to recommend that this body expand and extend title I, part J, and section 122(a)(4)(c) of the Vocational Education Act of 1963 as amended during the 93d Congress and further to provide: Necessary English communications skills; bilingual basic education leading to G.E.D. certification; bilingual vocational training for job placement; and extensive bilingual counseling.

One thing, however, should be stressed. Congress can enact legislation, but it is up to the various departments of our national bureaucracy to administer these laws.

When this happens, the departments take it upon themselves to interpret that nebulous term "congressional intent," and usually there is no way of knowing what is or is not the wish of Congress.

I would like to ask that if this legislation is extended, that this committee take an active role in following up on its implementation to assure that the wishes and the wishes of the people whom we all serve are being faithfully [illegible]

I also have a few statements, one from Louis Chacon, Jr., director of business and office education, Arizona Department of Education; and another one from [illegible] L. Chapman, assistant director, Tucson Skill Center. I would like to read them into the record, if I may.

Mrs. Chisholm. They may be read into the record.

Mr. Urias:

To whom it may concern: It is indeed a pleasure for me to exercise the privilege of voicing my opinion on the need for vocational bilingual programs in Arizona. As Director of Business and Office Education for the State of Arizona, I have come to recognize this all-important need.

Since we are quite close to the country of Mexico and because of the great and vast population of Mexican-Americans in Arizona, there is no question as to whether or not there is a need for bilingual vocational programs.

It is my belief that the time has come to provide to our Mexican-American community the opportunity to learn various vocational skills and be able to utilize and implement these skills in a bilingual fashion to earn a living and provide for their family needs.

In Arizona presently, we have only a very, very limited number of bilingual vocational programs, possibly only three, and these are in the area of business and office education at Nogales High School, Maricopa High School and Pima College. Two of these are funded through State vocational funds and one is funded through local effort.

The fact that we have only such a limited number of bilingual vocational programs is indeed another indication of the need for such programs in our State.

According to various business executives and those individuals involved in personnel work, it has been established that there is a need for employees that are well versed in two languages to carry out certain job requirements.

Recently I had the opportunity to write a proposal for the Arizona State Department of Education that would provide funds to develop vocational bilingual programs at the post-secondary level in various vocational service areas such as Business and Office Education, Home Economics, Distributive Education, Trade and Industrial Education, Agriculture and Health Education.

If this proposal is considered and funded, the Arizona State Department of Education will be able to establish a new division for vocational bilingual education and within one year, there will be various bilingual vocational programs in operation and also during the summer of 1976 workshops will be held to develop curriculum materials in vocational bilingual education.

The questions again: Do we need bilingual vocational programs in Arizona? Yes. Are there jobs available for those people that will complete bilingual vocational programs? Yes. Are we presently serving all those people that could benefit from bilingual vocational programs? No. Is it possible to provide these people with adequate bilingual programs? Yes, if funding is made available to the State of Arizona for this purpose.

Therefore, it is a 'must' that there be an extension and expansion of Title I, Part J, and Section 122(a) (4) (c) of the Vocational Education Act of 1963 as amended during the 93rd Congress.—Signed: Louis Chacon, Jr., Director of Business and Office Education, Arizona Department of Education.

[Statement of Robert L. Chapman, Assistant Director, Tucson Skill Center:]

To whom it may concern:

Re: Bilingual Education in the Tucson Community.

Bilingual adult vocational education in the Southwestern United States is extremely important to those individuals with a low level of English proficiency. Many Spanish-speaking individuals cannot reach their true potential as skilled craftsmen because of the traditionally English oriented training facilities.

The Tucson Skill Center's curriculum is based upon industry performance requirements in the various skill areas. Minimum entry requirements for skill training include English proficiency levels such as the following examples: Health Occupations, 8th grade functional; Electrician's Helper, 8th grade functional; Clerical, 6th grade functional; Auto Mechanics and Auto Body Repair, 6th grade functional.

At present, there is no bilingual education program available in the community which can assist monolingual individuals in attaining the above English proficiency levels. As a result, those individuals will never be eligible to receive vocational skill training or jobs.

The use of bilingual instruction in vocational skill training will help individuals with low English proficiency maintain their self-confidence while learning and insure a thorough understanding of the technical materials presented to them.

All of the above is, of course, contingent upon the individual receiving enough ESL training to function efficiently at the English level required by his trade.

It is the opinion of the Tucson Skill Center that bilingual skill training can be used effectively with adult Spanish speaking individuals and, with proper ESL training, speed up their entry into the productive world of work.—Signed: Robert L. Chapman, Assistant Director, Tucson Skill Center.

Thank you.

Mrs. CHISHOLM. Thank you.

Mr. DE LOS SANTOS. Mrs. Chisholm, Mr. Chairman, my name is Alfredo G. de los Santos, Jr., I am the president of the El Paso Community College in El Paso, Tex.

I would like to read my statement and then make a further recommendation that is not in my statement.

Historically, Southwestern public educational institutions have failed to respond to culturally different students. Schools persist in judging all students by conventional standards while ignoring real differences and deprivations.

Typically, nontraditional students enter school at a disadvantage and just as typically leave in much the same fashion. Current statistical data indicate that of any single ethnic group, with the exception of the native Americans, the Spanish-speaking group has the lowest educational level, the highest dropout rate, and the lowest proportionate percentage enrolled in institutions of higher education.

Reluctance on the part of the Spanish speaking to abandon their cultural and linguistic heritage and the inability of others to achieve an understanding of their culture and the language accounts, in part, for less than adequate participation by the Spanish speaking in programs available to serve them.

In Texas, by the eighth grade, nearly three-fourths of the Mexican Americans are reading below their grade level. By the 12th grade, almost half of those who started 1st grade, 47 percent, have dropped out. Blacks have fared only slightly better.

The Coleman, Newman, U.S. Commission on Civil Rights and Jencks reports dramatically illustrate on a national scope the failure of traditional educational approaches to successfully reach disenfranchised minorities.

A 1973 comprehensive study by Shulman, Williams, Guerra, and others, entitled "Mexican-American Youth and Vocational Education in Texas," stated—and I quote:

> Mexican Americans in Texas have the lowest level of education of any group in the State.
>
> Over half of the adult population has never attended school beyond the elementary level. Mexican Americans have the lowest rates for finishing high school, receiving vocational training, and attending college.

Madam Chairperson, I would like to leave as part of my testimony the list of recommendations and a summary of that report.

This same report concluded that though in some Texas regions Chicanos were overrepresented in technical vocational educational programs, the Chicano's potential was being underutilized in low-skilled, low-paying, technical-vocational jobs.

The survey also indicated that Chicanos in Texas are ready, able, and willing to move up to higher vocational-technical jobs.

Among the recommendations presented by the study was the need for bilingual, bicultural technical vocational education. The study further recommended that community colleges could become an even more significant force in technical-vocational education for Chicanos.

Over 1,100 community and junior colleges are currently enrolling students in the United States in 1975. These colleges serve approximately 3,500,000 students from different ethnic groups and income levels.

Almost 50 percent of the students enrolled in 2-year colleges are pursuing technical-vocational or occupational programs. In Arizona, California, Colorado, New Mexico, and Texas where the proportion of the population is about 20 percent Spanish speaking, there are about 210 2-year colleges.

A 1972 report by the college entrance examination board in Austin, Tex., indicated that 17 percent of the students enrolled in 2-year colleges have a Spanish surname. This survey was made in Southwestern cities with a population of more than 50,000 Chicanos.

While this figure may appear high, other studies indicate that 75 percent of all Mexican Americans attending postsecondary education are enrolled in community colleges.

Other States also report a significant number of bilingual students in New York, Florida, Chicago, and Washington where large numbers of Puerto Ricans, Mexican Americans, and Cubans reside.

In Texas, 90 percent of all technical-vocational education at the postsecondary level is being conducted by community colleges. Out of 121,[illegible]97 students in Texas community colleges in 1971, 17,893 or 14.6 percent were Mexican Americans.

Yet, few 2-year colleges report any significant progress in bilingual, bicultural education. Hostos Community College in New York, Pima College in Arizona, East Los Angeles Community College in California, and El Paso Community College in Texas have initiated some encouraging bilingual-bicultural programs. Barely a handful of other colleges in California are also attempting to teach in the native language of a sizable segment of their community.

Other colleges are offering ethnic studies courses which sensitize minority students and majority students to the background, history, and culture of culturally distinctive ethnic groups. While these efforts help, they are less than effective with students of limited English-speaking experience.

Although the need for bilingual, multicultural materials has been amply documented and, to a certain extent, recognized, 2-year colleges have failed to make meaningful progress toward this goal.

The American Association of Community and Junior Colleges 1972 assembly, a group of 100 community college leaders and representatives from industry, emphasize the thrust that community and junior colleges should take in providing multicultural and bilingual education.

One of the priorities identified in the 1973 and 1974 assembly reports is the increased efforts which these colleges must undertake in recognizing linguistically different students in their curriculum and in their teaching.

In Texas and California, legislation was approved to provide instruction in a student's dominant language. House bills 145 and 146 were introduced in the Texas Legislature by Representative Carlos Truan from Corpus Christi, and backed by the Governor of Texas.

They provide for the training of bilingual teaching personnel, for the compensation of such personnel, and for establishing bilingual curricula in areas where a high percentage or number of bilingual citizens reside.

Pima College in Arizona has instituted as one of its main purposes the creation of a multicultural, bilingual learning environment.

Community colleges are caught, as if by a vise, between two opposing pressures. On the one hand, linguistically distinctive students are enrolling in large numbers. These students are attracted to community colleges because of the "promise" that these colleges by implication are assumed to make.

With "open door" admission policies, low or free tuition, relative accessibility, close proximity, and divertified programs which are supposed to be tailored to the characteristics of the local community, these colleges offer attractive alternatives. Many community colleges are also actively recruiting nontraditional students.

On the other hand, the number of trained bilingual, bicultural instructors these colleges need is not available. While other professional fields may have an oversupply of trained personnel, the short supply of bilingual, bicultural instructors reaches catastrophic diminutive proportions.

In California, the percentage of Mexican-American students enrolled in community colleges in 1973 was nearly 10 percent. Conversely, Mexican-American personnel in these California institutions is only 3.3 percent. In Texas and other Southwestern States, discrepancies are even larger.

However, even these inequities fail to indicate accurately the drastic shortage of bilingual educational personnel. Just because a person is bilingual does not mean he or she can teach bilingually.

We have to keep in mind that bilingual individuals have acquired their education through a monolingual, monocultural educational system. Schools at all levels have steadfastly maintained their rigid educational curriculum aimed at the average American.

Community colleges can also efficiently serve non-English, Spanish-speaking adult populations, but only after a bicultural, bilingual learning environment has been developed.

I strongly urge Congress to fully fund the authorized monies under title I, part J, and section 122(a), (b), (c) for bilingual vocational education.

That is the end of my statement, Madam Chairman, but I would like to make some additional comments.

I spent all day yesterday reading proposals that have been submitted for funding under this bilingual vocational education program. We were advised by staff that 153 proposals were received, asking for more than $50 million, but only $2.8 million have been appropriated for this year, and those moneys have been, as was testified to earlier by Mr. Fierro, taken from the Bilingual Education Act.

The need is great in our part of the country. The other thing that I would like to add is that you consider defining "bilingual education". There are a number of components of bilingual education. The most important part is the teaching of concepts, ideas, and skills in the student's native language. That is not in the law, as I understand it now.

The model that has been used in the past, that the educational community has used to define bilingual education, does not work. That model is that we teach you English as a second language first. We are not—We don't teach you ideas, concepts, and skills unless you know English.

As a result, the learning that takes place is very small. A better approach, many of us who are working in bilingual education feel, is for people who are monolingual in a language other than English to be taught skills, ideas, and concepts in their native language and taught English as a second language as it relates to what they are being taught. That is a more efficient, more effective, and a better way of approaching the teaching-learning process, and I would recommend that some definition be given to the term "bilingual" that would incorporate some of those ideas.

Thank you for the opportunity to be here this morning.

Mrs. CHISHOLM. Thank you very, very much. I wish to say to all of you that we will make sure that the information that you have shared with us this morning at this hearing will be circulated in a summarized form to all of the members of the education committee, because we do recognize that this is a relatively new field and that there needs to be a great deal of education and orientation with respect to why the Spanish-speaking peoples are not making the kind of progress and not moving out into the economic and social midstream of America. One of the things that has a great deal to do with it is the language barrier or the language impediment.

It has become most difficult, even for legislators, to understand that the reason that the Spanish-speaking youth does not do as well and the reason that the Spanish-speaking adult is not able to move out is because we have not addressed ourselves to the unique and specific needs of a large percentage of the persons in this country who do come from that background.

Although the Members were not here this morning to hear your testimony, we are going to be very sure that they have a summarized form of your recommendations because, if we are to write up a meaningful bill it must be relevant to the problems you gentlemen who have been working in the field have outlined.

Mr. FIERRO. I think one of the things that ought to be pointed out—as you recall, last year when you had the oversight hearings or hearings on bilingual education in the United States, one of the problems that we experienced and have repeatedly experienced is that reluctance on the part of the Federal agency responsible for bilingual education and the vocational education program to really address themselves to the issues that Congress has seen fit to put into the legislation, and I say that simply because the same problems that we initially experienced with bilingual education in title VII we are also experiencing today in vocational education in terms of part J.

Just recently, for example, the regulations were put out on part J. Proposals, as Dr. Alfredo de los Santos indicated, are now presently pending.

One of the things that happened along the process—about 2 weeks ago—I don't know whether they have awarded the contract, but one of the stipulations says that there will be an assessment of bilingual vocational education in this country.

A contract is going to be awarded, and what happened was that very few of our groups throughout this country—for example, Project SER or other groups—that have skill, experience, and expertise in bilingual education were not even aware that there was an RFP. Anywhere from $300,000 to $500,000 could do an assessment of bilingual education in this country.

I think it is the same pattern that we experienced when title VII initially initiated an evaluation program of the bilingual education programs throughout the country. Again, our groups were excluded.

There seems to be a pervasive pattern of exclusion, even after we have had legislation passed and appropriations made for these programs. There is a reluctance on the part of the Voc Ed Office to really address itself to these problems.

I think one of the other things we have got to do is that, because of the title VII legislation, we have got to put more strict—or mandate in the legislation that they have got to coordinate, as Mr. Zazueta indicated, through some of our local groups and through the title VII office who has responsibility for the coordination of all bilingual programs in the Office of Education.

I certainly hope that this committee can assist us in strengthening the argument of bilingual education, at the same time getting the people downtown to respond to what the legislation is talking about.

Mrs. CHISHOLM. Thank you very much. Now, you have spoken—All of you have spoken this morning about the need for bilingual instructors, but you did not touch upon what I think is a very important issue. That is, the advantage of native language bilingual instructors. I think that is a very, very important for these persons, wherever we can find them, to come from the specific community to which they would be relating. One of the difficulties is the necessity of a person being bicultural, as well as bilingual, so that they can relate to those individuals who need the assistance.

I would like to hear some comments on that point.

Mr. DE LOS SANTOS. I would like to speak to that, if I may. I did refer to it in my prepared statment. That is one of the great problems that we have. I, for example, consider myself bilingual and I have been a teacher and I have taught in my field. I am a librarian. I have taught library science at the community college level and I have taught it at the graduate university level, but all in English.

I was prepared in an American university and I cannot teach library science in Spanish. That is one of the greatest problems that we have now. That is, finding people who are qualified who are bilingual, bicultural, who are qualified to teach in Spanish.

The universities are not moving. There are few universities—The University of Texas at San Antonio, New Mexico Highlands University, the University of California at San Diego, and a few others.

This is in my opinion one of the greatest needs that we have. What we are trying to do is—we take people who, like me, are bilingual and we send them in effect to a companion institution in Mexico where they teach a course in Spanish themselves and they take an advanced course or two taught in Spanish in addition to taking some intensive language development courses.

We have found this to be effective, but it is a slow and expensive process. We all know the advantage of having people who are black and brown and red as being the teachers to our children.

Not only does this type of instructor provide a better learning environment just by the mere fact that he is a teacher—the role that these teachers can have in just showing our children that it can be done, that someone did it, and the relationship that is created, again just by their mere fact of being a Chicano, is something that is so sorely lacking in the relationship between an Anglo teacher and a child of Mexican descent.

Mrs. CHISHOLM. I would just like to pursue that. I will come right back to you. I would like to pursue that a little bit.

I think one thing that we talk about in our country is the fact that it is so important for children, young people, to have role models. It is so important for them to have the images, persons who have made it in spite of all of the obstacles that have been placed in their path by virtue of their particular racial or cultural or nationalistic heritage.

Therefore, I think it is most important for the Chicano people, the people who, by virtue of what has happened to them in the society—to have role models, to have the images.

Along that line, I would like to ask this question. On the basis of your experiences, do you feel that it is important that we actually think about moving in terms of establishing certain kinds of institutes to train persons of that background?

The traditional Anglo-Saxon colleges are not able to do the job for many, many reasons. I don't care how many programs we come forth with in terms of preparing persons to function. If they are not able to really understand what is happening and if they are not able to have teachers who are sensitized to the unique differences of persons in society, I think that everything that we do can result in a complete failure, and I would like to hear your thoughts on that.

Do you think that we need to think about the possibility of special institutes. Statistics have proven over and over and over in bilingual areas that there are just not enough persons who are trained in this field to do the job?

Mr. DE LOS SANTOS. Yes and no.

Mrs. CHISHOLM. All right.

Mr. DE LOS SANTOS. I think that—I know that we need to prepare our own people to assume positions of power and responsibility in the institute of higher education if we are to have any meaningful change.

I begin with the presidency of an educational institution, and some of us are working hard to prepare Chicanos to be community college administrators, to be superintendents, to be principals, people who have jobs of responsibility and power within the educational system.

We have learned—I have learned from the black experience within the community college movement, where for some years in the late 1960's the association had a program to provide cultural awareness, institutes and programs through the white teachers, and no meaningful change came from those at all.

Since then, the black leadership in the community college movement has moved to prepare administrators, and I can show you 10 institutions that now have black presidents. That change came almost overnight, just by mere presence.

I can do the same thing with Chicano presidents. I am sorry to say—in a way, I am sorry to say that I was the first Chicano to be named president of a community college in this country. Now there are seven of us.

But, to get back to the issue, there needs to be within the universities—I don't want to create a separated Chicano institution to prepare teachers, even though that is an alternative.

I feel that the universities need to change because we pay taxes to support them. If our children are not taught by the universities, then our tax moneys are being used to educate the majority, and I don't like that at all.

I want the universities to move to do something for us. What needs to be done, I think, is that within the colleges and the universities we need to get, again, Chicanos to work with our people, as is true now at the University of New Mexico in Albuquerque where they have a very viable cultural awareness center that is providing excellent support and training to teachers who are going out into the programs.

It is difficult for a minority group to begin to change a university, but I think that that is the most viable way. What we would like to recommend to this committee, even though its funds might be included in title VII, is that you consider making part of the package the Bilingual Vocational Training Act, that there be some money set aside to prepare teachers to do this work.

I know, for example, that the education professions developed an act which provides fellowships for the preparation of people for working education. It is about to go out of business. There are no funds. They have no funds appropriated by the House and it is going to be tough sledding to get a pittance of money in that program in the Senate, if we can get it in at all.

Mr. ZAZUETA. Another view is to not wait until these institutions get changed because of the many, many numbers of wasted talent that we have, the hardcore, lower educated or the people that did not have the opportunity to get very high on the education ladder.

We have to create some institutions or some programs that can relate to hundreds of thousands of people of this nature, and I think that the word that you mentioned earlier, "relating", is one of the key important factors to bring up those aspirations that many times have been blunted that are so important in the learning process, the motivation and the model setting that is missing in many of these institutions.

I think that while we are working to change these institutions, we have to have some programs to reach these people, the waste of talent that's going on that is our biggest resource.

Mrs. CHISHOLM. I don't want to belabor a point, but I am trying to learn from you. When Mr. de los Santos indicated that he did not wish to see any special kind of institute created for the specific training of these teachers we need so desperately in the Chicano communities—I want to play the devil's advocate and say that, although we would like in this country not to do a lot of things, the past has indicated to us that there are certain nontraditional avenues that we have to begin to think in terms of, particularly when a generation's life is at stake.

What I am trying to say here is that we know who the board members are, the trustees, in many of these universities. We know who the presidents and the superintendents are. You have a superintendent who can say: "If they want to learn Spanish or speak Spanish, let them go to Mexico."

Granted the fact that you are up against some pragmatic realities in this society, I am merely trying to find ways we can move in the direction of preparing a large number of Chicano Americans who would then be able to move out, if you will, from this national institute, or whatever it might be, and spread out all over the country and begin then to—because I feel, on the basis of the statistics, the appalling statistics, with respect to the educational or noneducational achievement levels of the Chicano population in the southwestern part of this country, it is not the easiest thing for us to just rely on people's consciences to do what is right.

All I am trying to do is to find from you individuals who have been out in the field the kinds of alternatives that will help us to speed up the process. That is all I am trying to do.

Mr. FIERRO. I think one of the things in a report that Dr. Alfredo de los Santos mentioned, "Mexican-American Youth and the Vocational Education in Texas"—One of the things that we have experienced—and I will get back to your question—is the dumping of students into these classes because of the lack of English proficiency, the lack of role models, the lack of a negative educational impact that the schools have on our children at the elementary and secondary level.

We see a lot of them being dumped into the vocational programs, and that is why, for example, in Texas we see such a large representation of Mexican-American children or students in the voc-ed programs, but that does not mean that they are getting really good vocational education programs. They are being dumped into those classes simply for the sake of getting them out. They don't want to spend the time or the moneys to properly do a proper educational program for them.

Additionally, the programs that they are going into, a lot of them, are dead-end jobs.

It is no different from what the GAO report indicated, where there is a lot of dumping of the students in these classes.

I think that you will see in the next 5 or 6 years or next 3 years, as a result of the bilingual education program that was initiated in 1967—we are seeing some very striking statistics on the educational attainment of those children that have started from kindergarten in bilingual education programs.

The level of proficiency or level of literacy compared to their counterparts 5 years ago is so much higher than their's today.

I think that the educational models that are being implemented in this bilingual program will see a lot of these students and have better prepared backgrounds going into colleges, going into vocational or professional areas or occupational areas and colleges that are providing today specific courses that will provide the opportunity for them to advance and so forth.

I think that we also have to see, Mrs. Chisholm, the problems that we are experiencing with these programs of this nature. Once you have a pot of money out there, everybody is after that money.

One of the things that we have experienced recently in terms of our bilingual programs—and now we are experiencing some of this in vocational area—is that, because there is money out there, Anglo administrators are doing everything to justify proposals in terms of getting hold of those moneys, and there are many institutions, for example, that have Mexican-American students, for example, or maybe Chinese that are very fluent in English, very fluent, but they categorize them, since they are Spanish-speaking, because they want to bring those programs in there. They are not really the problem in terms of limited English-speaking children or students, but a lot of school districts have gone after those moneys, and programs have been funded simply because there were Mexican-American students in those programs.

Yet, the need in El Paso or Laredo or Los Angeles is so tremendous that these moneys are being diverted by other areas. Additionally, the school systems in the preparation of teachers and counselors—I think that one of the problems we have experienced is the Anglo teacher who has come into the classroom and, all of a sudden, we have these bilingual programs and they have no place to go.

So what happens? They put them in a crash program to learn in a 3-week seminar—to learn Spanish. Then they send them back into the classroom as bilingual teachers. That has happened in the State of New York. That is a policy of the AFT because they are afraid that there is a new influex of teachers coming in that ought to be trained that have the awareness and the cultural sensitivity that Mr. de los Santos is talking about.

This is where we have to monitor those programs. Otherwise, all the programs that we are asking for and are needed in our communities are not going to benefit significantly our communities unless these policies are properly implemented.

Mrs. CHISHOLM. Thank you.

Mr. URIAS. I would like to make some comments, if I might. I might be disagreeing with some of my colleagues, but I do believe that we should have institutes, that these institutes should be for the bilingual, bicultural individuals that are completing their college training. Maybe a 6-month or a year institute to teach them methodology in the areas they will be teaching.

The other thing is that the act itself that we are asking to extend will provide the opportunity for many, many young people to get the basics in their particular trades through 2-year institutions, and, hopefully, many of these people that do complete the 2-year training program, the bilingual training program, will be able to go to the 4-year institution and get a degree and come back into that community and serve as an example for other minority groups, so there is something already in that particular act that should open the doors for some of these people, and that is the reason that I thoroughly support the extension of this particular act.

Mr. FIERRO. Mrs. Chisholm, I recently had a conversation with Mr. Urias that was very striking. I would like him to repeat that in terms of the failures in school, because I think it is very significant to what we are talking about and what they are doing.

Mr. **Urias**. Well, Operation SER deals with the hard core. We are dealing with the failures of the educational system. These people are not failures. The system itself has failed people.

I think that before we can really reach the problems and solve the problems of our people, there must be a massive reevaluation of our entire educational system.

I think it is a shame when a young man, Anglo, black, Chicano, goes through 12 years of education, formal education, in the United States and that individual, if he is lucky, is functioning at the eighth-grade level.

I wonder what the school teachers and the administrators are doing with those people for 12 years. We can take an individual who is functioning at the sixth-grade level and in 12 weeks get that person a G.E.D. If we can do it in 12 weeks, why cannot the educational system do it in 12 years?

Mrs. **Chisholm**. Thank you. I am going to stop just for one second, then I am coming back. I have a couple more questions, but the photographer wants to take these pictures of the group. I will be right back.

[Off the record.]

Mrs. **Chisholm**. As you know—anyone of you can answer this or supplement each other's statements. As you know, Mr. Albert Shanker, the president of the AFT, has been in conflict with some in New York over bilingual education.

Would you like to comment on where Mr. Shanker is coming from and perhaps talk some about the implications of his position?

Mr. **Fierro**. I think that my understanding of the problem in New York City—and, as I briefly touched on it, there is a complete misunderstanding by a sizable number of the education community, the Anglo community, as to what bilingual education is in this country, as defined by the legislation, as proposed by the Spanish-speaking community.

One of the problems, because of the influx or the numbers—large numbers of teachers, Anglo teachers, that currently work in the Latino community, Puerto Rican community, in New York and in Chicago and other areas of that nature—the problem we have experienced with the AFT is their reluctance to accept aides, teacher aides, from the Puerto Rican communities, Spanish-speaking communities, into those classrooms. Additionally, to taking some of the teacher aides into the college setting, getting them degrees, B.A. degrees and what have you, to come back and work in those programs.

The other problem that exists is that the AFT defines bilingual education as English as a second language, which is really the root of the problem with the AFT and Mr. Shanker, that they want to teach—have a bilingual program or use ESL up to the point that the child no longer needs the English as a second language and then dropping that off and completing—providing a continuing—an Anglo program, which is a clear mistake of what the intent of Congress on the bilingual program is all about.

Basically, because of the influx of the Anglo teachers that are insecure in their jobs because of those programs that are coming into New York City, because of the demand from the Puerto Rican community for more jobs and for more representation and the teaching staffs and the professional levels, there is a reluctance on the part of the AFT to give up those jobs and allow the Puerto Rican community to effectively administer and be instructors in those programs.

I think that there is a misconception by the AFT about what bilingual education is, and I think until it is clarified—and the other thing that I mentioned earlier—one of the big categories of money that was provided was for inservice training. There was $11 million provided last year for inservice training.

What that means is that you take a teacher that is already in the school system and put her in those institutes to learn Spanish in a crash program and come back into the program as a bilingual teacher. That is what is happening in New York.

That is one of the reasons that the money got in there, the $11 million, because of the pressure from the teaching profession, because they did not want to provide those moneys or have those moneys go into developing and training more bilingual, biculturally trained teachers to go into those classrooms providing those institutes they were talking about.

I feel that the problem with Albert Shanker and the AFT is one of reluctance on the part of accepting bilingual education as a comprehensive program of instruction for English and not English as a second language program.

Mrs. CHISHOLM. Thank you. Any more comments?

Mr. DE LOS SANTOS. Yes; Mrs. Chisholm, I would like to go back to the question of the preparation of faculty, of teachers. I misunderstood you. You said the word "institute." If by that you mean a unit within an organization such as a university, then I am in total agreement with you.

I said that there are some such organizations in some universities, and I mention the one at the University of New Mexico, but I am not prepared yet to accept the creation of a separate institution, independent from an accrediting unit.

The hassles that I have seen graduates of such alternative educational models go through to get certified by the State people are—we don't have to go through that. The universities owe us something.

Now, for the vocational-technical programs, the low level entry programs that might be funded under the Bilingual Vocational Education Act—then there are people who are very good technicians, who are very good mechanics, who are skilled craftsmen from the Chicano community, who could with a relatively short period of intensive training be prepared to be very effective teachers.

If that is what you meant by "institute," then I am 100 percent behind that concept.

Mrs. CHISHOLM. Just one last question. It skips my mind what it was. It will come back to me in a minute. I am thinking too hard, I believe. Oh, dear. It was something that was really worth asking, something I thought was terribly important. Maybe that is why I have forgotten it, because it was so terribly important.

Anyhow, I may remember it later.

Mr. FIERRO. Let me bring up another point while you are thinking. One of the problems that again we see with the whole bilingual vocational education act is that all the emphasis today is being placed on part J in terms of the adult or the out-of-school vocational education program or bilingual voc program.

Last year we changed—Congress amended the legislation to also include the in-school, the secondary vocational education program, but there has been no emphasis whatsoever by the administration at all on that program.

Yet, this is where we begin to get our failures, where we begin to get the students pushed out and what have you, but there is no emphasis whatsoever on that category.

Now, I understand because of the high unemployment in the country and so forth that we have got to focus on part J, the postsecondary voc ed, but I think equally important, we have got to prepare those students that are coming out of those schools in a better manner and provide more emphasis on them.

Mrs. CHISHOLM. Counsel would like to ask a question.

Mr. RADCLIFFE. First of all, I would like to say I thank you very much, Madam Chairperson, for giving me the privilege of asking a question.

I would like to say this has been excellent testimony, and extremely useful. It has really focused on the critical problems.

My question is addressed to—not so much as to what you have said, as to what you haven't said. Let us say that there was no special emphasis in the Vocational Educational Act on bilingual education, that it wasn't even mentioned, there was no part J, and so forth.

The act, nevertheless, as we structured it in 1968 requires—and let me say parenthetically that I know the weaknesses of it and the committee has been informed about the extent to which it has not worked—but it requires, nevertheless, that there be a genuine assessment of needs of people, of a particular study of the needs of all segments of the population and that programs be designed to meet those needs.

The GAO report and other testimony, including testimony in field hearings by the committee, has demonstrated that there has been a considerable breakdown of that objective, a failure to a very considerable extent to achieve the purpose of the act, but, even taking that into account, would you perhaps briefly like to tell the committee what progress, if any, you have seen in the administration of the Vocational Education Act since 1968 in terms of serving the needs of the population that you are here today representing?

Then, second, because only 20 percent of the funds under this act, as you all know, are Federal funds—the remainder are State and local—what have you been able to achieve in terms of getting the State and local school systems to focus their own funds, which, as has been stated, are your tax funds also, on the problem?

I would appreciate any comment. Thank you, Mrs. Chisholm.

Mr. DE LOS SANTOS. To answer your question very briefly, Mr. Zazueta pointed out that a significant amount of money is spent at the State level for administration of programs.

The State has the same problem in trying to dismantle the bureaucracy that the Federal Government does, but there is a greater awareness within the school communities, the public schools and the community colleges, of the needs of the Spanish-speaking, and there is some awareness of the need for bilingual programs.

As I mentioned, in some States—California and Texas specifically and other State like Massachusetts—they have passed legislation that calls for bilingual educational programs.

It is a tough fight to get funds to support such programs. In Texas, the legislation is meeting now, and they will be meeting until the end of May. The bilingual education law in the State of Texas provides for bilingual education from the first through the third grades, but we should have begun bilingual education at the kindergarten level, and we are trying to get that law amended.

We are trying to get equitable funding for bilingual education, in fact for the whole educational system, in Texas, and it is a very difficult fight. It is a very difficult fight.

I think that the K through 3 or 4 amendment to the present bilingual law will go through, but I don't think that the State is going to change its funding pattern significantly to be able to withstand a suit that would be filed the day after the legislation quits if the funding is not—the funding program is not equitable; so, again, I go back. Little progress has been made and, yet, some has been made, but it has been a tough fight.

Mr. Urias. If I may, Madam Chairman, I would like to add a few things to that also. In the State of Arizona, I mentioned a statement by a person who does work in the Department of Vocational Education for the State, and there are three programs that we know of, and I think all three of them are funded with local funds. Very little money is going into the State of Arizona for bilingual programs.

One of the problems—to also continue with the Vocational Education Training Act and vocational education per se—is that, in the past, all of the vocational education has been conducted in English, and again we run into the problem: In order to get into a vocational education program, you must have a certain achievement level and a certain functional level to get into these programs. The majority of people just do not have that functional level, so they are being excluded from participation in any of the vocational education programs.

Now, we can talk about bilingual education and vocational education, but I would like to think about Mexico right after the revolution when they had the problem of bringing in the various indigenous groups into the mainstream of Mexican society.

At that time the commissioner of education started a very good program. Heaven forbid, he patterned it after the first commissar of education in Russia when they had the problems in bringing in the various groups into the Soviet society.

They came up with a new concept that they called Jardines por los Ninos. What they did—they brought in the children of the various indigenous groups and from the very start these children could not speak Spanish, but they were fluent in their native Indian languages.

What they did—the Federal Government in Mexico—they started these programs whereby the children were being brought into the mainstream of Mexican society by showing them the Mexican culture, the Mexican language, but at the same time making them proud of their own native Indian heritage.

I think if we could take this approach in the United States, if we could get moneys for day care centers, for bringing in our kids when they are 3 or 4 years old—this is when the children are very, very—you can take a very small child and that person can learn two or three languages at the same time because they don't have any inhibitions. They are not afraid of mispronouncing words. They are not afraid of making mistakes.

If we can get some innovative programs similar to Jardines por los Ninos that Mexico started at the turn of the century, I think that I would like to see SER close its doors really because there would be no need for our programs. The institutions—regular learning institutions in the Federal Government doing the job. Those are my feelings on that particular issue.

Mrs. CHISHOLM. Thank you very much. Mr. Zazueta.

Mr. ZAZUETA. Thank you, Madam Chairman. On the counsel's question, one of the other problems that we face is the fact that the data on the Spanish-speaking participation—the U.S. Office of Education cannot tell how many Spanish-origin participated and in what area. The language "good faith" promises good will language that we also found in CETA, title 301(b). No moneys were appropriated. No guidelines were carried out.

The problem that gets stuck in the agencies, as was mentioned before by Mr. Fierro—the problem of authorization versus appropriation. This, I think, is a major problem that we face.

$17.5 million was authorized and only $2.8 was appropriated; so these are the problems that we run up against.

Mr. FIERRO. I think that along with what my colleagues have already said is that when we begin to allow or expect good faith on the part of the State agencies and in some cases the local agencies, we have historically seen the neglect and the overlooking of the State and local agencies.

That is why I think that Congress has been able to—we have been able to get so far and that is not very far by any means of the imagination, in terms of programs that are out there today, because we have had to come to Congress and ask Congress for assistance in implementing programs that were needed out in the community.

As you well know, the educational systems, the local LEA's have a tremendous problem of financing as it is right now. In the State, it is the same thing. I think for us it would be inconceivable for me to believe that State agencies are going to do these things on their own, and I think that is why we have a Congress and that is why Congress has been responsive to our needs, to mandate some of the programs that are needed out in the community, at the same time earmarking funds from the State agencies and the national office to provide for these programs.

I really don't see very many States really taking the initiative unless Congress takes the first initiative first.

Mrs. CHISHOLM. I would like to ask you then on the basis of what you have said with respect to the fact that funds do come in and everybody suddenly finds that they are eligible for the funds, even in areas where you have larger numbers of Spanish-speaking persons, particularly in the southwestern part of the country, and you find that all of a sudden so many Anglos are trying to meet the criteria for the guidelines, would you then, therefore, feel that in any kind of legislation that we would put forth that we must institute a monitoring system and a kind of accountability in terms of just how funds are expended? Where they are going? And whether or not they are meeting the problems and the intent of the Congress?

Do you feel then it is almost mandatory that we write that into the legislation in order to be sure that the program is carried out correctly?

Mr. DE LOS SANTOS. Without a doubt, si. That begins—accountability begins—this is what I was trying to get at earlier when I made my recommendation that this committee ought to look at what is bilingual education and not just as it is defined in some parts of the country, as Mr. Fierro said, as English as a second language.

Bilingual education begins with instruction in the native language of the student, so that is where accountability begins, with an instructor being bilingual and bicultural.

The monitoring process is needed. The taxpayers demand it. It is part of the—it should be part of the act. It should be forceful, yet flexible, so that the data can be collected and analyzed, and a report be made to the Congress on the effect of this program, if any.

Mr. URIAS. If I may, Madam Chairman, I think I alluded to this in my written statement, but I would also like to add a few comments.

It seems that we have organizations in the United States that are at cross-purposes, trying to get something going for the Spanish speaking. When legislation is written, again the nebulous term "congressional intent" pops up, and again it is the bureaucrats that have the final say as to what Congress is talking about, and I think many times they don't even bother to ask Congress what they really meant by it, but also I see some muzzling attempts on the part of some departments.

For example, let us just take CETA as a case in point. I cannot travel outside of my prime sponsorship area because the Department of Labor put those regulations out. If I want to exchange ideas with my coworkers and my peers and my supervisors and superiors, I run into problems. I cannot get together with these people to find out what their innovations are, what are the latest things in manpower, because of these attempts by the various departments to cut down on communications. I don't know whether it is fear or what, but we run into these types of problems.

Mrs. CHISHOLM. Mr. Fierro?

Mr. FIERRO. I think that the—both of these gentlemen have covered basically a lot of points. All of them have covered a lot of points that we wanted to make here today.

I do want to commend Mrs. Chisholm for the initiative she has taken, and through past experiences she has demonstrated repeatedly her willingness and desire to help our community, and not only our community, but all minorities that are disadvantaged, and I certainly want to extend our appreciation to you for all that you have done in terms of helping us last year on the bilingual education and again in dealing with the vocational education legislation that is going to be introduced.

It certainly demonstrates the willingness of the committee to address themselves to issues that are of particular concern to our community and really come up with some viable solutions toward resolving those areas.

Mrs. CHISHOLM [in Spanish]. Gentlemen, it is very important for us in Congress to write a program to ameliorate the situation of the Chicanos, Puerto Ricans, and all who are Spanish speaking in this country.

[In English.] I just wanted you to know that I am trying to be bilingual. Thank you for coming. [Laughter.] The hearings stand adjourned.

[Whereupon, at 11:15 a.m., the hearing was adjourned.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, APRIL 30, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:20 a.m., pursuant to call, in Room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman) presiding.

Members present: Representatives Perkins, Meeds, Chisholm, Blouin, Simon, Mottl, Hall, Quie, Buchanan, Peyser, Jeffords, Pressler.

Staff members present: John Jennings, counsel to the majority; Charles Radcliffe, counsel to the minority; and Yvonne Franklin, minority legislative associate.

Chairman Perkins. The committee will come to order. Let us close those doors in the rear. We have some very important testimony this morning, so let us make sure that everybody hears it.

It is a great pleasure for me on this occasion to welcome before the committee a former member who played a very active role in writing the vocational education amendments of 1963 and 1968.

In fact, no Member in the Congress devoted more time to this subject matter from the standpoint of thinking through the program and having it become a job-oriented program. No Member has devoted more time than Roman Pucinski.

He is here this morning representing a great group of people as co-chairman of the Committee on Legislation of the National Advisory Council on Vocational Education.

He is accompanied by Dr. Rupert Evans, professor of vocational and technical education, University of Illinois.

Again, let me say welcome back home, Roman; and welcome to you, Dr. Evans.

You may proceed, Roman.

STATEMENT OF HON. ROMAN PUCINSKI, COCHAIRMAN, COMMITTEE ON LEGISLATION, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION, ACCOMPANIED BY DR. RUPERT N. EVANS, PROFESSOR OF VOCATIONAL AND TECHNICAL EDUCATION, UNIVERSITY OF ILLINOIS; AND HON. W. HUGHES BROCKBANK, COCHAIRMAN, COMMITTEE ON LEGISLATION, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. PUCINSKI. Thank you very much, Mr. Chairman, for your very generous and kind words. It has been a great pleasure working with the committee, but I think that the record ought to show that Mr. Vocational Education in America is Mr. Carl Perkins of Kentucky. You pioneered the whole concept of modernizing our approach to vocational education in your 1963 amendments, and without your sincere and thorough and complete understanding of this problem and the great challenge, I don't think that vocational education would have moved along as well as it has.

This country owes you an enormous debt of gratitude, and I have said that many, many times, and I say it now. You have written your chapter in American history because of the understanding that you have shown, so it is a pleasure to be here, albeit at this end of the witness table.

I am pleased that your chief counsel, Jack Jennings, is doing as well as he is.

Chairman PERKINS. We didn't lose everything. He is a great asset.

Mr. PUCINSKI. You have got a great team in Charlie Radcliffe and Jack Jennings, Mr. Chairman.

I would like to extend greetings to the subcommittee from our new chairman, Mr. John Thiele, and I would like Mr. Thiele to stand up, our new chairman of the advisory council; and my cochairman, Senator Brockbank from Utah, who helped prepare today's testimony.

We have in the audience members of the Council, and with your permission, I would like to introduce them: Mr. T. A. Jackson from South Carolina, Mr. Don McDowell from Wisconsin, Walter Kerr from Texas, Miss Caroline Hughes from Oklahoma, Robert Pamplin from Oregon, George Cook from Nebraska, Duane Lund from Minnesota, Margo Thornlay from Washington State, Russell Graham from Kansas, Frank Cannizzaro from New York, Louis Levine from New York, and of course, Senator Brockbank from Utah.

Chairman PERKINS. We are so glad to welcome all these distinguished leaders in this area.

Mr. PUCINSKI. Mr. Chairman, we also have a number of representatives from State advisory councils here, and the members of the national council and the State advisory councils will be ready to answer any questions you, Mr. Chairman, or the members of the committee might have.

Now I will request that my entire statement be placed in the record at this time, and I will try to summarize it.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record at this time. You may proceed in any manner.

[Prepared statement of Hon. Roman Pucinski follows:]

PREPARED STATEMENT OF HON. ROMAN PUCINSKI, COCHAIRMAN, COMMITTEE ON LEGISLATION

Mr. Chairman: I would like to extend greetings to the Subcommittee from our new Chairman, Mr. John W. Thiele, and the members of the National Advisory Council on Vocational Education who are in the hearing room today. I am accompanied at the table by Utah State Senator W. Hughes Brockbank, who is Co-Chairman of our Legislative Committee.

These Hearings come at a fateful time in our Nation's history. We are on the eve of our Bicentennial celebration, which should be the occasion for recounting our strengths and achievements. At the same time, our Nation's economy is in one of its weakest periods, and unemployment is soaring to one of the highest peaks in our history.

In recommendations forwarded to the Domestic Council last January, the National Advisory Council on Vocational Education pointed out that "America is rapidly losing the technical superiority that has been the base of our prosperity," and stated, "It must be the policy of the United States to reclaim the skills and productivity of the American people."

Certainly, the bill which finally emerges as a result of these Hearings should be a major component of such a policy. The need for vocational education has never been greater. There is no longer a need or a place in our economy for unskilled workers. It is the unskilled and the underskilled who are hardest hit by unemployment in the current economic situation. We must provide them with skill training. We must also realize that many skilled workers now being laid off will never return to their present occupations. The disruptions now being experienced by industry, labor, and government are not temporary phenomena, which will be corrected when the next quarterly economic forecast is issued. We must also provide retraining to reflect those shifting employment patterns.

A Policy Statement adopted by the National Advisory Council on Vocational Education on January 17, 1975, entitled, "The Challenge to Vocational Education in the Economic Crisis," said that current problems are likely to cause basic changes in our way of life and our way of thinking. "Future shock is here," we stated. "From now on, it will not be uncommon for workers to change job skills several times in a working lifetime. Our educational system bears a special responsibility to help us absorb some of the impact. This is particularly true of vocational education which has, or should have, the capability to provide the training and retraining needed by young people and adults to adapt to changing conditions."

In facing this challenge, we believe that the primary consideration must be the needs of students, not the needs of institutions, or interest groups, or industry. Over the past year and a half, the National Advisory Council on Vocational Education has taken a long, hard look at the 1968 Vocational Education Amendments (P.L. 90-576), and compared them with various other proposals which have been put forward. We wholeheartedly support many of the purposes and goals contained in these various proposals, such as the need for greater research and innovation, increased vocational programs at the postsecondary level, guidance and counseling services, and programs for persons with special needs. But we believe that the best means of meeting these purposes with maximum effectiveness, and with greatest emphasis on the needs of students, is through extension of the 1968 Vocational Education Amendments.

As the National Advisory Council on Vocational Education stated last September, before this Subcommittee: "The Vocational Education Amendments of 1968 is an exemplary piece of legislation. In considering its extension and revision, the Council recommends that the basic purpose and format of the Act be retained." Needed changes and improvements, to provide greater flexibility to the states (and greater accountability from the states) in planning and implementing their programs, can be made within the structure of the existing Act.

To those who would argue that the 1968 Amendments contain too many categories, and that consolidation along broader lines is needed, we would reply that the Vocational Education Amendments of 1968, as written, is an outstanding example of consolidated legislation. It permits broad latitude on the part of the states in the use of Federal funds, while at the same time identifying and supporting specific national priorities. The major portion of the Federal funds for vocational education are allocated under Part B, Grants to States. States are free to use these funds as they see fit, to meet their individual state needs, within the very broad scope of that Part. Use of Federal funds under Sec. 122(a) includes secondary and postsecondary programs, retraining for adults, programs for the disadvantaged and handicapped, construction, guidance and counseling, and ancillary services, such as teacher training and curriculum development.

The categorical sections of the Act, Parts C through J, were expressly designed to meet specific national concerns which were not being adequately dealt with by most states. The funding for these categories accounts for less than one-quarter of total Federal vocational education funding.

Section 511 of the Education Amendments of 1974 (P.L. 93–380), which provides for a simplified state application for Federal funds, will help eliminate much of the paper work and simplify the procedures required under the Vocational Education Act. This new provision should help achieve much of the efficiency envisioned in the concept of consolidation, and will permit the states to devote a greater amount of time to long-range planning of their vocational education programs. As we stated before, " * * * little revision is needed in the present law if it is fully implemented, properly administered, and adequately funded."

Public Law 90–576 has not achieved everything that we envisioned when it was drafted in 1968. That fact was most recently illustrated by the GAO Report on Vocational Education. We have no major criticism of that Report, and in our January 1975 "Review of the GAO Report on Vocational Education," we said, "* * * the problems are real and the analysis, in many cases, is excellent." We pointed out that, " * * * in many respects, the Report expresses concerns the National and State Advisory Councils on Vocational Education have been enunciating over the last five years." We request that the National Council's "Review of the GAO Report," in its entirety, be made a part of the Hearing Record.

However, the fact that there have been some problems in the implementation and administration of the 1968 Amendments is not reason to scrap them and start all over again. There is not a piece of legislation passed that has not developed some soft spots during its implementation. We would agree with Mr. Gregory Ahart, the representative of the General Accounting Office who testified before this Subcommittee and the Senate Education Subcommittee in February, that there is no need for major changes in the 1968 Amendments. The need is to see that it is properly administered.

The National Advisory Council on Vocational Education believes that tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential. This can be achieved within the context of the 1968 Amendments by tightening the state planning requirements.

PLANNING AND EVALUATION

The State Plan is the heart of the 1968 Amendments. It has generally not lived up to expectations, and has not provided the comprehensive planning, based on needs assessment, which was intended in the Act. In a special NACVE study entitled, "The Impact of the Vocational Education Amendments of 1968," which was prepared last year expressly in anticipation of these Hearings, the State Advisory Councils on Vocational Education unanimously endorsed the principle embodied in the present law, that each state should submit a planning document. Ideally, the State Plan forces state officials to analyze needs, establish priorities, and allocate scarce resources. But in some states, concentration on meeting the literal requirements of the law results in failure to fulfill its spirit. The "compliance documents" thus produced are submitted to the Office of Education, approved, and then shelved. They do not become effective tools for guiding performance. The study referred to was included as part of our testimony last September.

We recommend that the importance of the State Plan as a planning mechanism, rather than as merely an annual budget accounting procedure, be reemphasized. There should be a mandatory five-year plan, with annual report by the state on progress, status, and needed revisions. Such planning is essential if there is to be forward funding. The National Advisory Council on Vocational Education recommends two- or three-year forward funding for vocational education, because of the need for equipment purchases and other extraordinary expenses not incurred in the regular academic classroom setting. But we would not approve of this method of funding unless it were based on needs assessment and solid long-range planning.

If the State Plan is to be effective, evaluation on a continuing basis must be a part of the process. Evaluation must take place at various levels. The State agency must perform self-evaluation in its annual update and revision of the long-range plan. The U.S. Office of Education must initially review and evaluate the long-range plan against the requirements and intent of the legislation, and then evaluate the annual reports to see that the revisions do not alter the plan with respect to the Federal intent and priorities. The third evaluation, by the State Advisory Councils on Vocational Education, we believe to be the most important one. It is an objective and independent evaluation, conducted by Councils representing business, labor, education, and community leaders, who know the needs, and whether or not they are being adequately addressed. The State Advisory Councils look at the State Plan from the point of view of the consumers and beneficiaries of the education system. They are not concerned, primarily, with how it looks on paper, or whether it meets the formal regulations. They are concerned with whether or not it works, and if it provides quality education, geared to real-life needs.

We urge that the independent evaluations being made by the network of National and State Advisory Councils be continued, and strengthened.

We would also like to have included, as part of the record, the overview and summaries of the Evaluation Reports of the State Advisory Councils on Vocational Education for 1974. Those reports reiterate the need for better state planning. For example, the *Minnesota* Advisory Council stressed the lack of a needs assessment as required by the legislation. The *Maryland* Council said its State Plan is not an adequate guide for the development and implementation of vocational programs. *Missouri* was concerned that its plan does not establish priorities for vocational programs. The *Connecticut* SACVE felt compelled to submit a resolution to the U.S. Commissioner of Education, requesting that he not approve the State Plan, in view of documented violations of the law. Nevertheless, the Plan was approved.

Needs assessment, good planning, and evaluation—as we envision it—all cost money. We suggest that reasonable sums out of Part B funds be set aside specifically for needs assessment and planning. The National Advisory Council made this recommendation in its Fourth Report, in 1971. We believe that a needs assessment must be basic preparation for the development of the State Plan. Very few states have ever made such a study. Planning funds should be set apart from any provisions in the new law which might limit use of Federal funds for State administration.

With respect to the use of Federal funds for State-level administration, if a limitation is imposed, it should recognize the fact that vocational education has traditionally and historically (since 1917) enjoyed a Federal subsidy. Any limitation should be based on a sliding scale which would help ease the burden for those states which might have problems with their state laws or state legislatures in making a change from Federal to state funds for administration. The limitation usually mentioned is 5 percent. We suggest it might be equitable to allow 5 percent straight Federal funds for state administration, but permit up to 15 percent provided that any amount over 5 percent be specifically matched for purposes of administration by state funds.

Planning and evaluation must be done hand-in-hand. If the State Advisory Councils are to effectively fulfill the role spelled out for them in the 1968 Amendments, and if the expanded role we anticipate is to be linked with strengthened State Plans, they must have adequate funding. Past evaluations by the State Councils have been remarkably good, considering the shoestring budget on which they have operated. The law authorizes that the State Councils will receive a minimum of $50,000. It was not until the current fiscal year that many of the smaller states received the minimum amount. They had operated—from their inception—on just over $30,000 annually. Many had only a one-man staff, or no staff at all.

We recommend that each State Advisory Council receive funds specifically for evaluation, over and above their current operating budget. This would enable them to mount and staff on-going evaluations.

Local Advisory Councils should be encouraged in the legislation to assist State Advisory Councils in their evaluations. This would not require specific Federal funding. Increased funding to State Advisory Councils for evaluation purposes would permit them to give technical assistance to local Councils. Advisory Councils at all levels should be involved in planning at each step, rather than simply being presented a finished planning document for comment, as is sometimes the case.

The National Advisory Council on Vocational Education should be authorized to give technical assistance to State Advisory Councils. It has done so in the past, whenever possible—for example, the National Council published and distributed a *Resource Book for State Advisory Councils*, designed to assist them in their evaluations. Such assistance from the National Council should, however, be formalized in the Statutes, and funds provided to support such activity, and thus increase evaluation capabilities.

We recommend that the existing language of the law be strengthened to provide allocation of Federal funds *only* at the time the State Advisory Council certifies its acceptance of the State Plan. This would insure serious consideration of the advice and recommendation of the State Councils by the State Boards, and would force the two groups to hammer out solutions where major disagreement might exist.

DATA COLLECTION

Good planning and evaluation and good legislation require good data. Experience with Project Baseline—commissioned by Congress to collect vocational education statistics—has shown a lack of uniformity in the kinds of data available from the states, and within states. Over $1.2 million has been spent to date on Project Baseline. Results have not been as useful as was anticipated, due to a lack of uniform statistics and conflicting methods of defining and counting students. We recommend that Congress direct the National Center for Educational Statistics to develop a common set of definitions and a common data system for reporting all Federally-funded vocational programs. This should be done with the involvement of Project Baseline, and such groups as North Carolina State University, which is conducting a study on prioritizing data needs. Virtually all of the 1974 Evaluation Reports point out the lack of data available for planning. Deficient data includes manpower projections and current assessments of job markets, as well as projected employment trends.

We believe there are a number of other areas which must be dealt with in the new legislation, to make vocational programs more effective, and to achieve greater coordination of existing efforts.

MAINTENANCE OF EFFORT

The 1968 Amendments permit maintenance of effort, along with new programs and expansion. Some states use an unduly large amount of Federal funds for this purpose, which we believe is a misreading of the spirit and intent of the legislation. We recommend that new legislation emphasize Congressional intent that Federal funds are to be used primarily for expansion and new programs, but it should not forbid maintenance of effort. With adequate definition, maintenance of effort could be addressed in the State Plan. We suggest that whenever a state uses more than 30 percent of Federal funds for maintenance of effort, it must justify its decision in the State Plan. The U.S. Commissioner of Education should be the final arbiter, and could require amendment to the State Plan to correct an imbalance.

Again, this would require greater review and evaluation by the Office of Education than is now being done. Such review should be conducted in the Washington office, rather than in the regions. In the National Council's "Review of the GAO Report" we stated: "The Council agrees with the conclusions of the Comptroller General regarding HEW's failures in managing Federal vocational education funds. One reason for these failures has been HEW's 'regionalization' policy, which has moved its monitoring responsibilities from the central office to the regional offices. The Council has protested such moves whenever they have been made."

POSTSECONDARY VOCATIONAL EDUCATION

We believe that effective planning and coordination must involve all levels of education. We do not approve of proposals which would separate vocational funding into two separate blocks. We recommend that Part B of Title X of P.L. 92–318 be incorporated into the Vocational Education Act, and require that postsecondary vocational programs, whether in area vocational schools, community or junior colleges, four-year institutions, and/or adult program facilities, be part of the State Plan for vocational education. This would put all vocational programs under one comprehensive plan, and would of necessity greatly enhance articulation between secondary and postsecondary programs, as well as between various postsecondary institutions. Title X also authorizes use of funds for infusion of occupational education into elementary and secondary schools on an equal footing with academic education. To the degree that funds are so used, it should also be described in the State Plan, which would further promote articulation among the various levels.

Rather than a separate authorization for postsecondary programs, we believe that the distribution of funds between secondary and postsecondary programs should find its own level within each state. This should be worked out in the State Plan, which would help insure that the State Plan receives serious attention as a planning document. The distribution of these funds within each state should be based on a needs assessment and effective planning, rather than the results of a turfmanship battle.

According to FY 1973 figures from the U.S. Office of Education, most states are spending considerably more than the required 15 percent for postsecondary programs under Part B. The national average was 23.5 percent. We would anticipate that the FY 1974 figures, when available, will show the national average in excess of 25 percent. We recommend increasing the postsecondary set-aside from 15 to 25 percent minimum, to reflect the situation as it actually exists throughout the country. In FY 1973 only eight of the states and territories were under the 15 percent mark, and of those, three were just a fraction under, at 14.6 and 14.9 percent. Other states were well above the 15 percent figure, with 47 percent in Colorado, 44 percent in Georgia, 30 percent in Ohio and Tennessee, 27 percent in Massachusetts, and 25 percent in California. It is clear that postsecondary vocational programs are expanding. We believe that this expansion is desirable when it is done on a planned basis, and is beneficial to the communities served. Similarly, a 25 percent floor for secondary programs should be provided, so that possible enthusiasm for postsecondary programs will not totally eliminate Federal support for secondary programs in any state. This would theoretically permit up to 75 percent allocation of Part B funds for postsecondary vocational education.

SOLE STATE AGENCY

We recommend that the sole state agency concept be retained. There cannot be effective planning if funds are administered by competing agencies, such as a vocational education board and a community college, or higher education board. We believe the funds should be administered on the basis of purpose, which extends across various segments of the educational community, rather than on the basis of grade levels or institutional structure. The fact that this arrangement might cause communication and cooperation between different sectors of the educational community we view as a desirable development, rather than a hindrance.

DISADVANTAGED AND HANDICAPPED

We recommend retaining the set-asides for the disadvantaged and handicapped, at least at the current levels, and require that they be specifically matched with equal amounts of state and local funds. In many states, this would result in doubling the amount of money available for these purposes, since some states presently expend only the minimum Federal requirement. The 1974 SACVE Evaluation Reports indicate that the problem or identifying and reaching the disadvantaged and handicapped is continuing, although progress has been made. Prior to the 1968 Amendments, many states had no programs designed to help these individuals. For example, *Wyoming* and *Nebraska* stated that, while enrollment gains have been significant in serving the disadvantaged and handicapped, there are still many schools without programs to meet these needs. *West Virginia* and *Massachusetts* report that the present budget cannot facilitate the numbers of students identified as disadvantaged or handicapped, and the numbers actually enrolled in no way approximate the over-all goal of the State Plan. *New York* cites the need to develop more vocational education services for the handicapped, and *Louisiana* said that assessment and coordination of existing programs are needed.

COUNSELING AND GUIDANCE

The National Advisory Council's Sixth Report (June 1, 1972) was entitled, *Counseling and Guidance: A Call for Change.* It pointed out the need to train counselors in a way that would provide them with a knowledge of the world of work and provide a better understanding of the opportunities in vocational education. Among its recommendations was the creation by Congress of categorical funding for counseling and guidance in all legislation requiring these services. The U.S. Office of Education funded a two-day conference on April 27–29, 1975, in cooperation with the National Advisory Council on Vocational Education, the American Vocational Association, and the American Personnel and Guidance Association, to explore means of implementing the recommendations of the Sixth Report. A report of that conference will be submitted to Congress at a later date. The National Council recommends that any vocational education funds used for counseling should be used specifically for the training of counselors in areas related to vocational education and job opportunities, rather than for general expansion of counseling programs.

JOB PLACEMENT

Job placement and counseling must be integral parts of vocational education. NACVE's Third Report, in 1970, stated that "* * * schools which provide vocational education without also providing a job do not have a complete program." In a time of economic crisis and record-high unemployment, it is unrealistic to hold the schools accountable for placing all students in jobs. However, the President has stated he is reasonably certain the economic situation will soon begin improving. Looking to the future, we believe the concept of job placement and counseling to be a valid one. The 1972 Education Amendments require the U.S. Commissioner of Education to promote and encourage placement as part of the regular school program. We urge that similar language be added to the vocational education bill, and that each state's efforts in this area be addressed in the State Plan. Funds used for job placement purposes would fit the concept that Federal funds should be the cutting edge in vocational education, since job counseling, placement, and follow-up would require that curriculum be kept up-to-date and related to job opportunities. We would also urge that such programs be developed in cooperation with the U.S. Employment Service offices.

URBAN VOCATIONAL EDUCATION

In 1973–74, the National Advisory Council on Vocational Education held hearings in five major urban centers across the country: Washington, D.C., Pittsburgh, Atlanta, Los Angeles, and Houston. Based on our findings, the Council cannot over-emphasize the need to improve vocational education in our major population centers, if we are to provide the skill training so desperately needed. Testimony at our hearings indicated that most urban areas, which contain the largest concentration of the disadvantaged, do not receive funding proportional to their share of the state's population. That is substantiated by a National Planning Association study which found that, in 41 states, the Standard Metropolitan Statistical Areas receive less Federal vocational education money than would be expected on the basis of population. In 37 states, the SMSA's received less state and local money than their share of the state's population would warrant. Testimony further indicated that most city schools face higher costs for basic expenses, such as salaries, maintenance, and repair, than do rural and suburban districts. Thus, many city schools are caught in a double bind: their funding, percapita, is less than that received by other types of school districts, while their costs per student generally are higher. The report recommended that Congress enact a special program of crash funding of vocational education in urban areas, without reducing funds going to rural and suburban communities.

Now that we are winding down our involvement in Vietnam, a great drain on our economic resources is ending. Those funds should now be applied to help solve the domestic problems which plague us here at home. Certainly, vocational education in our large cities, which have the highest concentration of unemployed, should be high on the list of priorities. Seventy-eight percent of the American people are now living in our twelve major urban areas. The unemployment rate runs as high as thirty percent in some of these areas. I would like to see a one-shot program of $1 billion to $2 billion of direct aid to the large cities with the highest concentration of unskilled labor. A crash program of this nature would be consistent with the President's policy, announced last year in his speech in Ohio, of creating a bridge between education and the job training needs of the unemployed.

These should be new funds, earmarked specifically for the cities. We would not favor reducing funds already allocated to rural areas, which have their own unique problems.

COMPREHENSIVE EMPLOYMENT TRAINING ACT (CETA)

It is imperative that greater cooperation between vocational education and manpower training programs be established. The NACVE recently contracted for a study by the National League of Cities/U.S. Conference of Mayors, to look at the effect of the five percent set-aside for vocational education in the CETA legislation. The conclusion of the report on this study, "The Impact of CETA on Institutional Vocational Education," was that there has been little impact, to date, in the 100 cities surveyed, due to poor communication, and lack of understanding between the groups. In order to get vocational educators and prime sponsors talking with one another, we sponsored two conferences in Washington and San Francisco, in cooperation with the National League of Cities/U.S. Conference of Mayors, and the National Association for Industry-Education Cooperation. The report of those conferences is now being written, and will be submitted to this Committee when completed. Again, we believe, the State Plan for vocational education can be an aid in fostering the kind of cooperation needed. We recommend that the State Plan address—in detail—efforts of coordination with CETA prime sponsors and state manpower councils, their successes and failures, and reasons therefor.

NEW PROGRAMS AND TECHNIQUES

If vocational education is to meet fully its responsibilities in our Nation's current economic crisis, as outlined in NACVE's January 17, 1975, Policy Statement, it must be able to respond readily to contemporary needs. New legislation should encourage specifically the use of funds for development of accelerated courses, after-hours and weekend use of facilities, greater cooperative education programs, on-the-job training, and conversion or phasing out of obsolete courses. It should also encourage outreach programs to locate drop-outs and unemployed who need training and retraining. All of this must be done with full coordination of CETA to prevent duplication. Vocational programs, at both secondary and postsecondary levels, must have an open-door policy.

SEX DISCRIMINATION

Technical assistance should be provided by the U.S. Office of Education to State Directors of Vocational Education to eliminate sex stereotyping. The State Plan should explain in detail the affirmative action taken by the state to end sex discrimination in vocational schools and classrooms, and the result of such action. Sex discrimination in vocational education is the result of traditional societal patterns and pressures. Those patterns are now being challenged in our legislatures and our courts. While vocational educators are not solely responsible for those patterns, they do have the responsibility, as leaders in our communities, to take the lead in changing these patterns.

CAREER EDUCATION

The National Advisory Council on Vocational Education fully endorses the various efforts being made at the state and Federal levels toward implementing the concept called, "Career Education." We wish to reiterate, however, that Career Education and Vocational Education are not synonymous. We see career education as an all-encompassing concept, and vocational education as one of various equal component programs within that concept. Career education is the facilitator which will help bring about the integration and cooperation required for a more effective educational system. Career education is not a substitute for vocational education. Without strong vocational and technical skill training programs, the career education concept is meaningless. We recommend that separate authority and funding be maintained for career education, as provided in P.L. 93–380. All vocational education money should be spent on programs related to job training and development, insofar as possible.

Too often, the terms Career Education and Vocational Education have been used interchangeably, with much resulting confusion. One particularly important example of such confusion was the action taken by Congress last year in the FY 1975 appropriations bill. Funds for vocational education curriculum development were reduced from $4 million to $1 million, on the rationale that the Office of Education and the National Institute of Education were providing the needed support under other programs "such as career education." We stressed then, and would like to repeat again, that the curriculum development being done in the name of Career Education to date has been primarily concerned with orientation in the work ethic at the elementary and secondary levels. This does not meet the curriculum development requirements of Vocational Education, which deals with teaching specific job skills, especially in emerging new fields such as allied health professions and environmental technology.

CURRICULUM DEVELOPMENT

We urge that strong emphasis be placed on curriculum development, and that authorizations be increased for this purpose. Part I was written into the 1968 Amendments because Congress realized we could not modernize vocational education without a strong curriculum development component. There are 5,000 new occupational skills being developed in this decade alone. Our schools must keep abreast with these changes. Perhaps the single greatest weakness in vocational education today is the lack of resources to keep curricula current with the rapid changes in the world of work. Vocational educators want to modernize their programs, but will not be able to meet this need unless we encourage curriculum development at both the national and state levels.

NACVE Recommendations Regarding Proposed Vocational Education Legislation

1. It must be the policy of the United States to reclaim the skills and productivity of the American people.

2. The 1968 Vocational Education Act should be extended.

3. Tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential, but should be done within state planning requirements.

4. The importance of the State Plan as a planning mechanism should be reemphasized. It should be a five-year plan, with annual reports on progress.

5. Two or three-year forward funding of vocational education should be instituted if there has been solid long-range planning and a needs assessment has been conducted.

6. Evaluation must take place at the Federal level through the Office of Education, at the state level through the State Board (self-evaluation), and by the SACVE.

7. Funding to SACVE's specifically for evaluation should be increased.

8. NCES should be directed to develop a common set of definitions and a common data system for reporting all federally-funded programs.

9. No more than 30 percent of Federal funds should be used for maintenance of effort without justification in the State Plan. The U.S. Commissioner of Education should be the final arbiter with power to require amendment to the State Plan to correct any imbalance.

10. Greater review and evaluation of expenditure of Federal funds should be conducted by OE at the Washington office.

11. Part B of Title X of P.L. 92–318 should be incorporated into the Vocational Education Act, and should require that postsecondary vocational education programs, whether in area vocational schools, community or junior colleges, four-year institutions, or adult program facilities, be part of the State Plan.

12. To the degree that Title X funds are used for the infusion of occupational education into elementary and secondary schools on an equal footing with academic education, the programs should be described in the State Plan.

13. The distribution of funds between secondary and postsecondary education

should be decided at the state level, with the provisions for such distribution set forth in the State Plan. Federal legislation should, however, provide that at least 25 percent be reserved for each program.

14. The sole state agency method of distributing funds for planning should be retained, and funds distributed on the basis of purpose rather than grade levels or institutional structure.

15. Set-asides for the disadvantaged and handicapped should be retained at least at the current level and require state matching.

16. Any vocational education funds for counseling should be used specifically for training of counselors in areas related to vocational education and job opportunities, rather than general counseling programs.

17. Job placement and counseling must be an integral part of vocational education.

18. A special program of crash funding is needed for vocational education to urban areas without reduction of funds to rural and suburban communities.

19. The State Plan should arress in detail effort of coordination between CETA and vocational education.

20. The use of funds should be encouraged for development of accelerated courses, after-hour and weekend use of facilities, greater cooperative education programs, on-the-job training, and conversion or phasing out of obsolete courses.

21. Technical assistance should be provided by the Office of Education to the State Directors of Vocational Education to eliminate sex stereotyping.

22. Separate authority and funding should be maintained for career education, as provided in P.L. 90-380.

23. Increased authorization should be provided for curriculum development.

Mr. Pucinski. These hearings come at a most fateful time in our Nation's history, Mr. Chairman. We are on the eve of our Bicentenniel celebration, which should be the occasion for recounting our strengths and achievements.

At the same time, our Nation's economy is in one of its weakest periods, and unemployment is soaring to one of the highest peaks in our history.

We are also meeting here this morning as we enter an uncharted post-Vietnam era, which will bring with it both new problems and new opportunities.

I have personally always felt that Vietnam was a drag on our economy. I firmly believe we may well experience an era of unprecedented economic growth now that the nightmare of Vietnam is behind us, both as a nation and as a people.

In recommendations forwarded to the Domestic Council last January, the National Advisory Council on Vocational Education pointed out that "America is rapidly losing the technical superiority that has been the base of our prosperity," and we stated, "It must be the policy of the United States to reclaim the skills and productivity of the American people."

Certainly, the bill which finally emerges as a result of these hearings should be a major component of such a policy. The need for vocational education has never been greater. There is no longer a need or a place in our economy for unskilled workers.

It is the unskilled and the underskilled who are too frequently the hardest hit by unemployment in the current economic situation. We must provide them with skill training. We must also realize that many skilled workers now being laid off will never return to their present occupations, and I think this is a very important problem.

American industry is undergoing enormous changes, and those people are being laid off because of economic reasons and are not going to return to their own present occupations.

The disruptions now being experienced by industry, labor, and government are not a temporary phenomenon which will be corrected when the next quarterly economic forecast is issued. We must also provide retraining to reflect those shifting employment patterns.

The 8.5 million Americans unemployed need all the assistance we can give them, but we must not lose track of the fact that there are 87 million Americans who are gainfully employed in this country.

A policy statement adopted by the National Advisory Council on Vocational Education in January of 1975, entitled "The Challenge to Vocational Education in the Economic Crisis," said that current problems are likely to cause basic changes in our way of life and our way of thinking. We stated:

> Future shock is here. From now on, it will not be uncommon for workers to change job skills several times in a working lifetime. Our educational system bears a special responsibility to help us absorb some of the impact.
>
> This is particularly true of vocational education which has, or should have, the capability to provide the training and retraining needed by young people and adults to adapt to changing conditions.

In facing this challenge, we believe that the primary consideration must be the needs of students, not the need of institutions or interest groups. Over the past 1½ years, the National Advisory Council on Vocational Education has taken a long, hard look at the 1968 Vocational Education Amendments (Public Law 90–576) and compared them with various other proposals which have been put forward.

We wholeheartedly support many of the purposes and goals contained in these various proposals, such as the need for greater research and innovation, as suggested by the administration bill; increased vocational programs at the postsecondary level; guidance and counseling services; and programs for persons with special needs.

We believe, however, that the best means of meeting these purposes with maximum effectiveness, and with greatest emphasis on the needs of students, is through extension of the 1968 Vocational Education Amendments.

As the National Advisory Council on Vocational Education stated last September, before this subcommittee:

> The Vocational Education Amendments of 1968 is an exemplary piece of legislation. In considering its extension and revision, the council recommends that the basic purpose and format of the act be retained.

Needed changes and improvements, to provide greater flexibility to the States, and greater accountability from the States, in planning and implementing their programs, can be made within the structure of the existing act.

To those who would argue that the 1968 amendments contain too many categories and that consolidation along broader lines is needed, we would reply that the Vocational Education Amendments of 1968, as written, is an outstanding example of consolidated legislation.

It permits broad latitude on the part of the States in the use of Federal funds, while at the same time identifying and supporting specific national priorities.

The major portion of the Federal funds for vocational education are allocated under part B, grants to States. States are free to use these funds as they see fit, to meet their individual State needs, within the very broad scope of that part.

Use of Federal funds under section 122(a) includes secondary and postsecondary programs, retraining for adults, programs for the disadvantaged and handicapped, construction, guidance and counseling, and ancillary services, such as teacher training and curriculum development.

The categorical sections of the act, parts C through J, were expressly designed to meet specific national concerns which were not being adequately dealt with by most States. The funding for these categories accounts for less than one-quarter of total Federal vocational education funding.

Section 511 of the Education Amendments of 1974—Public Law 93-380—which you introduced, Mr. Chairman, which provides for a simplified State application for Federal funds, will help eliminate much of the paperwork and simplify the procedures required under the Vocational Education Act.

This new provision should help achieve much of the efficiency envisioned in the concept of consolidation, and will permit the States to devote a greater amount of time to long-range planning of their vocational education programs.

As we stated before: "Little revision is needed in the present law if it is fully implemented, properly administered, and adequately funded."

Public Law 90-576 has not achieved everything that we envisioned when it was drafted in 1968, and we are the first ones to admit that, Mr. Chairman. That fact was most recently illustrated by the GAO Report on Vocational Education.

We have no major criticism of that report, and in our January 1975, "Review of the GAO Report on Vocational Education," we said: "* * * the problems are real and the analysis, in many cases is excellent."

We pointed out that: "* * * in many respects, the report expresses concerns the National and State advisory councils on vocational education have been enunciating over the last 5 years."

We request that the National Council's review of the GAO report, in its entirety be made a part of this hearing record.

However, the fact that there have been some problems in the implementation and administration of the 1968 amendments is not reason to scrap them and start all over again.

There is not a piece of legislation passed that has not developed some soft spots during its implementation. We would agree with Mr. Gregory Ahart, the representative of the General Accounting Office who testified before this subcommittee and the Senate Education Subcommittee that there is no need for major changes in the 1968 amendments. The need is to see that it is properly administered.

The National Advisory Council on Vocational Education believes that tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential. This can be achieved within the context of the 1968 amendments by tightening the State planning requirements.

We recommend that the existing language of the law be strengthened to make unmistakingly clear that allocation of Federal funds can be made only after the State advisory council certifies its acceptance of the State plan.

This would insure serious consideration of the advice and recommendation of the State councils by the State boards, and it would force the two groups to work closely during formulation of the State plan and to hammer out solutions where major disagreements might exist.

We believe that effective planning and coordination must involve all levels of education. We do not approve of proposals which would separate vocational funding into two separate blocs.

We recommend that part B of title X of Public Law 92–318 be incorporated into the Vocational Education Act, and require that postsecondary vocational programs, whether in area vocational schools, community or junior colleges, 4-year institutions, and/or adult program facilities, be part of the State plan for vocational education.

This would put all vocational programs under one comprehensive plan, and would, of necessity, greatly enhance articulation between secondary and postsecondary programs, as well as between various postsecondary institutions.

Title X also authorizes use of funds for infusion of occupational education into elementary and secondary schools on an equal footing with academic education. To the degree that funds are so used, it should also be described in the State plan, which would further promote articulation among the various levels.

Rather than a separate authorization for postsecondary programs, we believe that the distribution of funds between secondary and postsecondary programs should find its own level within each State.

According to fiscal year 1973 figures from the U.S. Office of Education, most States are spending considerably more than the required 15 percent for postsecondary programs under part B. The national average was 23.5 percent.

We would anticipate that the fiscal year 1974 figures, when available, will show the national average in excess of 25 percent. We recommend increasing the postsecondary setaside from 15 to 25 percent minimum, to reflect the situation as it actually exists throughout the country.

Job placement and counseling must be integral parts of vocational education. The National Council's third report in 1970 stated that "* * * schools which provide vocational education without also providing a job do not have a complete program."

In a time of economic crisis and record-high unemployment, it is unrealistic to hold the schools accountable for placing all students in jobs. However, the President has stated he is reasonably certain the economic situation will soon begin improving. Looking to the future, we believe the concept of job placement and counseling to be a valid one.

The 1972 Education Amendments require the U.S. Commissioner of Education to promote and encourage placement as part of the regular school program. We urge that similar language be added to the vocational education bill, and that each State's efforts in this area be addressed in the State plan.

Funds used for job placement purposes would fit the concept that Federal funds should be the cutting edge in vocational education, since job counseling, placement, and followup would require that curriculum be kept up-to-date and related to job opportunities.

We would also urge that such programs be developed in cooperation with the U.S. Employment Service offices.

Mr. Chairman, in 1973–74, the National Advisory Council on Vocational Education held hearings in five major urban centers across the country: Washington, D.C.; Pittsburgh; Atlanta; Los Angeles; and Houston.

Based on our findings, the Council cannot overemphasize the need to improve vocational education in our major population centers if we are to provide the skill training so desperately needed.

Testimony at our hearings indicated that most urban areas, which contain the largest concentration of the disadvantaged, do not receive funding proportional to their share of the State's population.

That is substantiated by a National Planning Association study which found that in 41 States the standard metropolitan statistical areas receive less Federal vocational education money than would be expected on the basis of population. In 37 States, the SMSAs received less State and local money than their share of the State's population would warrant.

Testimony further indicated that most city schools face higher costs for basic expenses, such as salaries, maintenance, and repair, than do rural and suburban districts. Thus, many city schools are caught in a double bind: Their funding, per capita, is less than that received by other types of school districts, while their costs per student generally are higher.

The report recommended that Congress enact a special program of crash funding of vocational education in urban areas, without reducing funds going to rural and suburban communities.

Now that we are winding down our involvement in Vietnam, a great drain on our economic resources is ending. Those funds should now be applied to help solve the domestic problems which plague us here at home.

Certainly, vocational education in our large cities, which have the highest concentration of unemployed, should be high on the list of priorities.

Seventy-eight percent of the American people are now living in our 12 major urban areas. The unemployment rate runs as high as 30 percent in some of these areas.

I would like to see a one-shot program of $1 billion to $2 billion or direct aid to the large cities with the highest concentration of unskilled labor.

A crash program of this nature would be consistent with the President's policy, announced last year in his speech in Ohio, of creating a bridge between education and the job training needs of the unemployed.

These should be new funds, earmarked specifically for the cities. We would not favor reducing funds already allocated to rural areas, which have their own unique problems.

It is imperative that greater cooperation between vocational education and manpower training be established.

Finally, Mr. Chairman, technical assistance should be provided by the U.S. Office of Education to State directors of vocational education to eliminate sex stereotyping.

The State plan should be required by law to spell out in total detail affirmative action programs to end sex discrimination in vocational schools and classrooms, and list the specific results of such action.

Sex discrimination in vocational education is the result of traditional societal patterns and pressures. Those patterns are now being challenged in our legislatures and our courts. While vocational educators are not solely responsible for those patterns, they do have the responsibility, as leaders in our communities, to take the lead in changing these patterns.

The National Advisory Council on Vocational Education fully endorses the various efforts being made at the State and Federal levels toward implementing the concept called "Career education." We wish to reiterate, however, that career education and vocational education are not the same, not synonymous.

We see career education as an all-encompassing concept and vocational education as one of various equal component programs within that concept.

We recommend that separate authority and funding be maintained for career education, as provided in Public Law 93-380. All vocational education money should be spent on programs related to job training and development, insofar as possible.

Too often, the terms "career education" and "vocational education" have been used interchangeably, with much resulting confusion.

One particularly important example of such confusion was the action taken by Congress last year in the fiscal year 1975 appropriations bill. Funds for vocational education curriculum development were reduced from $4 million to $1 million, on the rationale that the Office of Education and the National Institute of Education were providing the needed support under other programs such as career education.

We stressed then, and we would like to repeat again, that the curriculum development being done in the name of career education to date has been primarily concerned with orientation in the work ethic at the elementary and secondary levels.

This does not meet the curriculum development requirements of vocational education, which deal with teaching specific job skills, especially in emerging new fields such as allied health professions and environmental technology.

We urge that strong emphasis be placed on curriculum development, and that authorizations be increased for this purpose.

Part I was written into the 1968 amendments because Congress realized that we could not modernize vocational education without a strong curriculum development component. There are 5,000 new occupational skills being developed in this decade alone. Our schools must keep abreast with these changes.

Therefore, Mr. Chairman, with your permission, in summarizing our recommendations very quickly, let me go through this list:

1. It must be the policy of the United States to reclaim the skills and productivity of the American people.
2. The 1968 Vocational Education Act should be extended.
3. Tighter planning, evaluation, and coordination among various vocational programs and other manpower training efforts are essential, but should be done within State planning requirements.

4. The importance of the State plan as a planning mechanism should be reemphasized in this legislation. It should be a 5-year plan, with annual reports on progress.

5. Two- or three-year forward funding of vocational education should be instituted if there has been solid long-range planning and a needs assessment has been conducted.

6. Evaluation must take place at the Federal level through the Office of Education, at the State level through the State board—self-evaluation, and by the State advisory councils.

7. Funding to State advisory councils specifically for evaluation should be increased.

8. Information should be directed to develop a common set of definitions and a common data system for reporting all federally funded programs.

9. No more than 30 percent of Federal funds should be used for maintenance of effort without justification in the State plan. The U.S. Commissioner of Education should be the final arbiter with power to require amendment to the State plan to correct any imbalance.

10. Greater review and evaluation of expenditure of Federal funds should be conducted by OE at the Washington office.

11. Part B of title X of Public Law 92-318 should be incorporated into the Vocational Education Act, and should require that postsecondary vocational education programs, whether in area vocational schools, community or junior colleges, 4-year institutions, or adult program facilities, be part of the State plan.

12. To the degree that title X funds are used for the infusion of occupational education into elementary and secondary schools on an equal footing with academic education, the programs should be described in the State plan.

13. The distribution of funds between secondary and postsecondary education should be decided at the State level, with the provisions for such distribution set forth in the State plan. Federal legislation should, however, provide that at least 25 percent be reserved for each program.

14. The sole State agency method of distributing funds for planning should be retained, and funds distributed on the basis of purpose rather than grade levels or institutional structure.

15. Set-asides for the disadvantaged and handicapped should be retained at least at the current level and require State matching.

16. Any vocational education funds for counseling should be used specifically for training of counselors in areas related to vocational education and job opportunities, rather than general counseling programs.

17. Job placement and counseling must be an integral part of vocational education.

18. A special program of crash funding is needed for vocational education to urban areas without reduction of funds to rural and suburban communities.

19. The State plan should assess in detail effort of coordination between CETA and vocational education.

20. The use of funds should be encouraged for development of accelerated courses, after-hour and weekend use of facilities, greater cooperative education programs, on-the-job training, and conversion or phasing out of obsolete courses.

And I think that local administrators should not be afraid to phase out obsolete courses.

21. Technical assistance should be provided by the Office of Education to the State directors of vocational education to eliminate sex stereotyping.

22. Separate authority and funding should be maintained for career education, as provided in Public Law 90–380.

Finally, Mr. Chairman, No. 23: Increased authorization should be provided for curriculum development.

This concludes our statement, Mr. Chairman. It is one that has been very carefully worked out and reflects the thinking of the Advisory Council.

The Congress of the United States established the National Advisory Council for the sole purpose of providing oversight activities.

In my judgment—I believe this Council has done a great job, Mr. Chairman. I must tell you now, reflecting back on 1968, when we created the National Advisory Council, we had high hopes it would bring the vocational education a broad dimension of leadership and understanding in the various fields of American industry and educational life.

This Council, in my judgment, has certainly fulfilled those expectations. I am proud that I can be a member of this Council. The men and women on this Council are dedicated Americans who see the great challenge ahead for our country and the great opportunities.

They are here this morning in the event that anyone has any questions. They are here to urge you to continue the 1968 amendments with the specific recommendations that we have carefully included in our testimony.

I want to thank you for your courtesy.

Chairman PERKINS. Before we get into questions, I hope more of our members will show up. We will proceed and hear Dr. Evans at this time.

That was an excellent statement, Mr. Pucinski. It will be appreciated. I know all the members of the committee will be interested in reading that statement and the summary. It will not be overlooked, I will assure you.

Go ahead, Doctor.

Dr. EVANS. My name is Rupert Evans. I am professor of vocational and technical education, the Bureau of Educational Research at the University of Illinois.

In this group, I should also make it clear that I am chairman of the Illinois State Advisory Council on Vocational Education.

I too request permission to insert the entire statement into the record, but I would like to give a brief summary, if I may.

Chairman PERKINS. Go ahead.

[Prepared statement of Dr. Rupert N. Evans follows:]

PREPARED STATEMENT OF DR. RUPERT N. EVANS, PROFESSOR OF VOCATIONAL AND TECHNICAL EDUCATION, BUREAU OF EDUCATIONAL RESEARCH, COLLEGE OF EDUCATION, UNIVERSITY OF ILLINOIS, URBANA, ILL.

Mr. Chairman and Members of the Subcommittee: My name is Rupert N. Evans. I am Professor of Vocational and Technical Education in the Bureau of Educational Research, University of Illinois, Urbana and Chairman, Illinois State Advisory Council on Vocational Education.

I appreciate the opportunity to discuss with this distinguished Subcommittee some of the accomplishments and needs of vocational teacher education, with particular attention to activities funded and fundable under the Vocational Education Amendments and Part F of the Education Professions Development Act. In order to conserve your time I have concentrated on the problems, rather than the notable achievements in vocational education personnel development. Some of these achievements, and additional problems are noted in my report for the National Advisory Council on Education Professions Development, *Vocational Education: Staff Development Priorities for the 70's*, and in Phyllis Hamilton's excellent, but still unpublished report for USOE, *The Education Professions 1973–74; Personnel Development in Vocational Education.*

THE SHORTAGE OF VOCATIONAL TEACHERS

Unlike many specialized fields within teaching, vocational education continues to have shortages of qualified personnel. These shortages are particularly acute in industrial arts programs which have been authorized for Federal vocational education support, but thirty-one states report shortages in other fields of vocational education. Only in special education and early childhood education are the shortages reported to be as severe. Even more important than shortages in quantity, however, are the qualitative shortages which continue to plague this field.

Project Baseline reports that in 1970–71 there were more than 200,000 teachers of vocational education in this country (full time and part time), or about one teacher for every forty vocational students. Since the number of students has more than doubled in the last ten years, and there is little evidence of marked change in pupil-teacher ratios, some 100,000 additional teachers have been hired plus approximately the same number who have replaced teachers who died, retired, or moved to other types of employment. Thus there has been an average teacher turnover of approximately 100 percent in the last ten years.

This rapid expansion of teacher employment has occurred in virtually every field of vocational education. Some of these fields, e.g., trade and industrial education and health occupations, have virtually no teacher education programs for new teachers. Consequently, most of these teachers are recruited directly from employment in business and industry, and are trained to teach while they teach, and if they are trained at all. Other areas, e.g., agriculture, business and home economics, have numerous collegiate programs which prepare new teachers. The former group of teachers has been criticized for not knowing how to teach and not knowing how to keep up with changes in the occupation they are teaching, now that they are no longer employed in that occupation. The latter group has been criticized for not knowing enough about the real world of work. The former group is considerably older (they tend to enter teaching after age 30) and is less likely to leave teaching once they have entered it. About half of the latter group never enter teaching, and a high proportion (perhaps as high as 95 percent) are not in the classroom by the time they reach age 30. This latter group of programs is now facing another difficulty: high school and college students, like the general public, have heard that there is a surplus of teachers and are unaware that shortages of vocational and special education teachers exist side by side with surpluses of teachers of English, social studies, and foreign language. Consequently there is a shortage of undergraduate vocational teacher education students.

Many states have argued that no special funding should go to universities for undergraduate vocational teacher education programs. They feel that universities are already funded to train teachers. It is a fact, however, that in most cases universities have failed to develop adequate programs in trade and industrial education and health occupations, and have failed to expand industrial arts programs to meet the obvious needs. A major reason for this is that universities do not reward staff members for teaching technical skill subjects needed by these prospective teachers. Combined efforts of a university with nearby community colleges and technical institutes can solve this problem, because these latter types of institutions do encourage their staff members who teach skills effectively.

One successful way of encouraging universities to meet their responsibilities for training teachers, for example in the health occupations, is for the state to use EPDA monies to fully fund such a program for the first two years, under an agreement that this support will decline gradually until the university fully supports the program after five or six years. The EPDA funds released by this procedure can be employed to meet more pressing priorities. This will not solve the teacher turnover problem, but it will help to ensure a supply of trained teachers, some of whom will remain in or return to teaching.

Vocational teacher education faces a difficult paradox. The more that vocational education is attuned to the needs of business and industry the more likely it is to lose its teachers to more remunerative employment outside the schools. Temporary economic recessions reverse this trend, but in normal times the more successful vocational teacher education is, the harder it must work to maintain sufficient numbers of qualified teachers in the schools.

NATIONAL, REGIONAL, STATE AND LOCAL PRIORITIES

Everyone seems to be agreed that some central source must continue to set national priorities for certain types of vocational education professional development. Professionals (except for older teachers) are quite mobile and frequently cross state lines. New programs which have been tried successfully in a few localities need to be implemented on a regional or national basis. This means that some national group must have the expertise to determine national needs and funds to attack these needs. USOE generally has done this job satisfactorily.

Perhaps half of the states have excellent staffs for determining their own professional development needs. They know what they need and how to get it. They set their priorities effectively, consulting with local schools to make sure their needs are met.

But then the Regional Offices of H.E.W. enter the act. Although few, if any, regional offices have even one staff member with the time to analyze staff development needs, someone from that office convenes an ad hoc panel which feels free to turn topsy-turvy the carefully developed state priorities. Indeed, these panels feel free to turn topsy-turvy the regional priorities set during the preceding years. If there are, indeed, regional (as opposed to national) priorities, regional offices of H.E.W. should be confined to meeting these needs, plus providing assistance to states which have inadequate vocational education professional development staff.

SHORT-TERM AND LONG-TERM PROGRAMS

Professor Joseph Ellis of Northern Illinois University has been conducting studies of the effects of EPD programs on participants. He finds that conferences and other short-term programs are quite effective in promoting understanding, but that longer-term projects of about a year's duration are required to produce changes in behavior. This finding makes sense, but persons evaluating EPD may tend to emphasize the 35,000 people who have been reached by 360 programs last year, rather than to note that one way of reaching large numbers of people is to do it through short, relatively inexpensive programs. Unfortunately, short programs which promote understanding are needed most in the first stages of a program, and longer-term, expensive programs are required later if real change is to occur. Much federal funding, however, is just the reverse of this, with large funding in the early days when it can not be spent efficiently, followed by decreased funding at a time when larger funding would be most effective.

PROPOSED LEGISLATION AFFECTING VOCATIONAL TEACHER EDUCATION

One of two contradictory trends appears in most of the proposed legislation: (a) Vocational teacher education is combined with a number of rather unrelated activities, any of which may be emphasized or deemphasized as the funding agency dictates; or (b) Vocational teacher education is written into virtually every section of the bill.

The former approach seems unrealistic, since teacher education cannot be turned off and on like a faucet. Baccalaureate and doctoral programs require approximately four and three years respectively for completion. An even longer period of time is required to train teacher educators and to move teacher education bureaucracies into action. We need funding which can be counted on (unless there is poor institutional performance) until the need for teachers becomes inconsequential.

The latter approach is attractive because it ensures that those who are responsible for administering an activity have the means to develop people to carry out that activity. However, it seems desirable to maintain a central group which is responsible for professional development, not only because something that is everybody's business may end up as nobody's business, but also because there is considerable mobility within vocational education (e.g. from teaching, to counseling, to administration, to business and industry and back), and it is desirable for some group to be concerned about effective career development for vocational educators.

NEW DIRECTIONS NEEDED

Several recent studies indicate that vocational education currently serves a far higher proportion of the disadvantaged students than any other high school curriculum, and that post-secondary vocational students tend to be low in either socio-economic status or scholastic achievement. The fact that several states have difficulty in meeting reasonable Congressional mandates for service to the disadvantaged is evidence that many vocational educators don't recognize some of the disadvantaged students they teach every day. Part of the reason for this is that the typical vocational teacher education program assumes that teachers don't need to be able to recognize and help disadvantaged students, and that all of its output will go to suburbs and small towns. EPDA is gradually producing vocational leaders who recognize that cities have vocational education programs, too, and that different cultures need to be recognized, but the process is slow. As these leaders move into teacher education posts, these programs will change their emphasis, but in the meantime, EPDA programs which support bicultural instruction and internships in cities for teachers in training would be helpful.

This problem of lack of teacher training expertise is even more pronounced in dealing with the handicapped. Most universities which train vocational teachers also have special education departments which have expert knowledge of how to teach the handicapped. Unfortunately, the vocational education departments are concerned almost entirely with adolescents and adults, while the special education departments are mostly concerned with younger children. Both would benefit from joint programs to train vocational education teachers and counselors who know how to work with handicapped persons.

There is more and more evidence that disadvantaged and handicapped persons benefit more from "mainstreaming" than they do from being segregated into the equivalent of educational leper colonies. Two reasons for this appear to be paramount: as adults, persons of all types will work together, and they need to learn how to work together in school; secondly, segregated non-elite groups tend to develop feelings of inferiority which interfere with learning.

One important proviso must be added, however. "Mainstreaming" works well only when disadvantaged and handicapped persons receive special assistance from staff who know how to diagnose problems and help students work toward solutions. This type of specialized assistance is in very short supply because we have not trained such people.

The EPDA section of new federal legislation should be revised to permit preservice education of such vocational education specialists, and a higher proportion of EPDA in-service funds should go toward re-treading existing teachers to provide this service.

RECOMMENDATIONS

1. The authorization for Part F of EPDA should be extended for one year, and an appropriation provided for this year. There seems to be general agreement that after this year, Part F will become part of the vocational education legislation, but in the meantime, this important program must not be allowed to die by accident.

2. EPDA Section 552 programs should be continued, but:

   a. Each state should be required to specify publicly its criteria for awarding fellowships. States should be encouraged to convene panels of capable people to review procedures for recruiting fellowship applicants, and to screen the applicants in order to determine who are the most qualified.

   b. Criteria used by USOE for approving university training program should be strengthened. This year there essentially were no criteria because HEW felt that EPDA would be phased out. But in past years the interpretation of the Congressional mandate that awards go only to "unified" programs has been modified to include some institutions which apparently have staff with expertise in only a few traditional areas of vocational education, and little interest in vocational education as a whole. Future criteria should return to the intent of Congress, and in addition, should give preference to institutions which also have expertise in special education, vocational counseling, placement, urban studies, workers satisfaction, corrections, or business administration (to encourage leadership in developing vocational education for entrepreneurship).

c. The option which has been given to states to award one, two, or three-year fellowships is sound and should be continued.

3. EPDA Section 553 should continue the existing division of responsibility between national and state funding, but:

a. Regional offices of HEW should be allowed to upset state-determined priorities only on a showing of cause. These regional offices have not been provided the necessary time or expertise to allow them to second-guess the plans which have been carefully prepared in the majority of states. Regional offices would be well advised to concentrate on helping to improve processes in those states which have not developed adequate EPDA administrative staff or procedures.

b. Pre-service baccalaureate programs for training vocational education staff to work with the disadvantaged and handicapped should be permitted, and in-service programs expanded beyond short-term efforts to promote understanding that there is a problem, to include more long-term programs designed to produce expertise.

c. States should be encouraged to remove obstacles to effective cooperation between universities and community colleges or technical institutes in pre-service vocational teacher education. "Two-plus-two" programs are rarely effective because most vocational students go to work after completing a two-year post-secondary program, rather than transferring to a university for two more years of study. It seems more frequently effective for students who enroll in university teacher education programs to be sent to nearby technical programs to acquire skills which rarely are taught effectively in universities.

Dr. EVANS. In order to conserve your time, I have concentrated on the problems rather than the notable achievements in vocational education personnel development and I have noted in the statement some additional sources of information about this field.

Unlike many specialized fields within teaching, vocational education continues to have shortages of qualified personnel. These shortages are particularly acute in industrial arts programs which have been authorized for Federal vocational education support, but 31 States report shortages in other fields of vocational education.

As nearly as I can determine, only in special education and in early childhood education are the shortages as severe.

Project Baseline indicated that in 1970–71 there were more than 200,000 vocational teachers, full time and part time, in this country, or about one teacher for every 40 vocational students.

Since the number of students has more than doubled in the last 10 years and there does not seem to be marked change in pupil/teacher ratios, that means we have added aproximately 100,000 teachers in the last 10 years.

As nearly as I can estimate, we have also hired approximately the same number of teachers to replace those who have died, retired, or moved to other types of employment, so this means that we have had an average teacher turn-over of approximately 100 percent in the last 10 years.

This rapid expansion has occurred in virtually every field of vocational education. Some of these fields have preservice training programs in universities and others do not.

In the fields which do have preservice training programs in universities, about half of the teachers never enter teaching, and the high proportion, as nearly as I can determine about 95 percent, are not in the classroom by the time they reach age 30.

The university-based teacher education programs face another problem, and that is the shortage of qualified students, because the general public has heard that there is a surplus of teachers and they are unaware that there are shortages in vocational and special education, for example, that exist side by side with the normal surpluses in other fields.

One of the problems in these university-based programs is that universities simply do not reward staff members for teaching the technical skills which vocational teachers must have in order to survive, and I will present a recommendation for cooperative efforts between universities and community colleges which I hope will help to meet this problem.

Another thing that certainly needs to be done is to encourage States to use their EPDA Moneys to fund programs in areas where the universities have failed to meet their requirements and to provide full funds during perhaps the first 2 years and then gradually phase out the State support in vocational education funds over a 5- or 6-year period with a distinct understanding that the university will pick up full support for it as it can work this into its budget.

I think it is not generally understood that vocational education faces a very difficult paradox with regard to its own staff.

The more that vocational education is attuned to the needs of business and industry, the more likely it is to lose its teachers to more remunerative employment outside the schools.

Temporary economic recessions reverse this trend, but in normal times the more successful vocational teacher education is, the harder it must work to maintain sufficient numbers of qualified teachers in the schools.

Now, turning to national, regional, State, and local priorities for staff development, everyone seems to agree that some central source must continue to set national priorities for certain types of vocational education professional development.

Perhaps half of the States have excellent staffs for determining their own professional development needs. They know what they need and how to get it. They set their priorities effectively, consulting with local schools to make sure that their needs are met.

But then the regional offices of USOE get in the act. Although few, if any, regional offices have even one staff member with the time to analyze staff development needs, someone from each of those regional offices convenes an ad hoc panel which feels free to turn topsy-turvy the carefully developed State priorities for personnel development.

Indeed, these panels feel free to turn topsy-turvy the regional priorities which have been set by similar panels during preceding years.

If there are, indeed, regional, as opposed to national, priorities, it seems to me that regional offices of HEW should be confined to meeting these needs, plus providing assistance to States which have inadequate vocational education professional development staff.

Another topic is short-term and long-term programs. We have considerable evidence that short-term personnel development programs are effective in promoting understanding, but it takes longer term projects of about a year's duration to produce changes in behavior on the part of teachers.

I think this finding makes sense, but some of the persons evaluating educational personnel development may tend to emphasize the 35,000 people who have been reached by 360 programs last year, rather than to note that one way of reaching large numbers of people is to do it through short, relatively inexpensive programs.

Unfortunately, these short-term programs which promote understanding during the first phases of a program, and we need longer term, expensive programs which have to be planned, if real change is to occur.

Much Federal funding, however, seems to be just the reverse of this, with large funding in the early days when it cannot be spent efficiently, followed by decreased funding at a time when larger funding would be most effective.

I would like to suggest some new directions for vocational teacher education development. We have a number of recent studies which indicate that vocational education currently serves a far higher proportion of disadvantaged students that any other high school curriculum and that postsecondary vocational students tend to be low either in socioeconomic status or in scholastic achievement, but not in both.

Several States seem to have had considerable difficulty in meeting what seems to me to be reasonable congressional mandates for service to the disadvantaged, but I think this is evidence that vocational teachers simply don't recognize some of the disadvantaged students that they teach every day.

Part of the reason for this is that the typical vocational teacher education program assumes that teachers don't need to be able to recognize and help disadvantaged students, and that all of its output will go to suburbs and small towns.

EPDA gradually is producing vocational education leaders through some of these longer term programs that I mentioned which do recognize that different cultures exist and that they must be served, but the process is slow.

In the meantime, EPDA programs which support bicultural instruction and internships in the cities for teachers in training certainly would be helpful.

The problem of lack of teacher training expertise is even more pronounced in dealing with the handicapped. Most universities which train vocational teachers also have special education departments which have expert knowledge of how to teach the handicapped.

Unfortunately, the vocational education departments are concerned almost entirely with adolescents and adults, while the special education departments are mostly concerned with younger children.

Both would benefit from joint programs to train vocational education teachers and counselors who know how to work with handicapped persons.

We have more and more evidence that the disadvantaged and handicapped persons benefit more from mainstreaming than they do from being segregated into what I call the equivalent of educational leper colonies.

Two reasons for this seem to me to be apparent. As adults, persons of all types will work together, and they need to learn how to work together in school. Second, segregated non-elite groups tend to develop feelings of inferiority which interfere with learning.

The mainstreaming works well only when disadvantaged and handicapped persons receive special assistance from staff who know how to diagnose problems and help students work toward solutions. This type of specialized assistance is in very short supply simply because we have not trained such people.

I belive that the EPDA section of new Federal legislation should be revised to permit preservice education of such vocational education specialists, and a higher proportion of EPDA inservice funds should go toward retreading existing teachers to provide this service.

To summarize, I recommend that the authorization for part F of EPDA should be extended for a year, and that appropriations be provided for this year.

There seems to be general agreement that after this year, part F will become part of the vocational education legislation, as it should have been a long time ago, but in the meantime this important program should not be allowed to die by accident.

Second, EPDA section 552 programs should be continued, but each State should be required to specify publicly its criteria for awarding fellowships.

States should be encouraged to convene panels of capable people to review procedures for recruiting fellowship applicants and to screen the applicants in order to determine who are the most qualified.

Criteria used by USOE for approving university training programs should be strengthened. This year there were essentially no criteria because HEW felt that EPDA would be phased out, and, therefore, no criteria need be published.

But in past years, the administrative interpretation of the congressional mandate that awards go only to "unified" programs has been modified to include some institutions which apparently have staff with expertise in only a few traditional areas of vocational education, and little interest in vocational education as a whole.

Future criteria should return to the intent of Congress, and, in addition, should give preference to institutions which also have and will use expertise in special education, vocational counseling, placement, urban studies, workers' satisfaction, corrections education, or in business administration, to encourage leadership in developing vocational education for intrepreneurship.

Third, EPDA section 553 should continue the existing division of responsibility between national and State funding, but regional offices of HEW should be allowed to upset State-determined priorities only on a showing of cause.

These regional offices have not been provided the necessary time or expertise to allow them to second-guess the plans which have been carefully prepared in the majority of states.

Regional offices would be well advised to concentrate on helping to improve processes in those States which have not developed adequate EPDA administrative staff or procedures.

Preservice baccalaureate programs for training vocational education staff to work with the disadvantaged and handicapped should be permitted, and inservice programs expanded beyond short-term efforts, to promote understanding that there is a problem, to include more long-term programs designed to produce real expertise.

Finally, States should be encouraged to remove obstacles to effective cooperation between universities and community colleges or technical institutes in preservice vocational teacher education programs.

The so-called "two-plus-two" programs are rarely effective because most vocational students go to work after completing a 2-year postsecondary program, rather than transferring to a university for 2 more years of study.

It seems more frequently effective for students who enroll in a 4-year university teacher education program to be sent to nearby technical programs to acquire skills which rarely are taught effectively in universities.

Thank you, Mr. Chairman.

Chairman PERKINS. The committee thanks you, Dr. Evans. Again, we thank Mr. Pucinski for giving such outstanding testimony and then, on top of all that, bringing in all these people, all these individuals from the various States, the leaders in the field of vocational education, members of both the State and national advisory councils.

Mr. Pucinski, you stated that the National Advisory Council on Vocational Education recommends better planning at the State level. How would you encourage the States to do better planning? Just how could this be brought about?

Mr. PUCINSKI. First of all, Mr. Chairman, I believe that, respecting the language in the bill as to the specific role of the State advisory councils, the law now requires, must play a key role in the entire planning process that formulates the State plan.

Their role is not perfunctory. Their role is mandated and specifically spelled out in the act. Even with the specific language we have in the act, however, there still seems to be some difference of opinion as to just precisely how important is the role of the State advisory council.

The reason I say this is that the State advisory council can then provide a great deal of the impetus to put all vocational education at all levels into the State plan, and the advanced planning, the coordination, must be done only when you recognize that all of them—postsecondary, adult education, secondary education, training of counselors, job placement—all of these things would fit under one umbrella, namely the State plan for vocational education for that particular State.

We would urge that greater funds be made available for planning. We have suggested perhaps a minimum of 5 percent be set aside for planning, and in some instances, with adequate matching, that they can go up to 15 percent, but one of the things obviously is that there has to be a greater degree of planning.

One of the criticisms of the GAO report was that too often the curriculum does not reflect the changing needs of the community.

Chairman PERKINS. The National Advisory Council recommends that every State justify spending more than 30 percent of its Federal funds for maintaining present, ongoing programs, and that the Commissioner of Education would be the final judge of the reasonableness of that justification.

Do you see any danger with that approach to good, ongoing programs?

Mr. PUCINSKI. Well, that is precisely why, Mr. Chairman, we are recommending a maximum. Now, there may be some circumstances that we do not foresee, some particular problem in some particular State where they have to go beyond 30 percent.

What we are recommending is that, if that is to be done—and obviously, when they go beyond 30 percent, the whole thrust of the Federal program and Federal assistance was designed to provide some degree of innovation, some degree of new programs. If an ongoing program is a good program, as many are, the State ought to be prepared to assume a larger part of the cost of that program.

Federal funds, I don't believe, are intended for that purpose, and that is why we suggested that, in order to bring in new planning, new curricula, new concepts, to meet the changing needs of the community, that the Federal money be the cutting edge of these new ventures.

If, obviously, States are using more than 30 percent for maintenance of effort, the main mission of Federal assistance is depleted by that amount, and so we do not say that you cannot do it—and you have properly stated the case. There may be some ongoing programs that do need Federal funding, where local funds or State funds are not available.

We say that, if there is that situation, go ahead and use that money as you feel it is most efficient, but at least justify the use of funds beyond 30 percent, rather than just helter-skelter doing it without any accountability.

Chairman PERKINS. That is one of the problems that I visualized. That is the reason I asked your reaction.

Now, Dr. Evans, you stated in 31 States the shortage of vocational teachers exists. Yet, the administration has recommended eliminating the vocational training—vocational teacher training program under the Educational Professional Development Act.

Do you agree with that recommendation, and could you summarize the most important changes you would recommend in that program if you think it should be continued?

In other words, are there better ways to get these teachers that are in such great shortage? Go ahead and give us your views.

Dr. EVANS. No, sir, I do not agree with the administration's recommendation to close out this program. I believe that there is, as there is in the minds of some of the general public, an understanding that, if there is a surplus of teachers, then that means a surplus of teachers of all sorts, and a failure to recognize the severe shortages of the types that I have outlined.

I have tried to give some specific recommendations for changes in the administration of the act. I don't believe that the act itself needs major changes, though it does, of course, need to get fully incorporated into the vocational education legislation, rather than being treated as a separate, unrelated portion of Federal legislation.

My specific change is suggested with regard to regional offices. I think it will enable States to receive some of the help—that is, those States that do not now have adequate planning mechanisms—for meeting their vocational teacher/counselor/administrator needs, and that, if the regional offices will concentrate on that function instead of on upsetting the careful planning which is going on in a bit more than half the States, then we will be considerably further down the road.

Chairman PERKINS. Well, let me thank you for that, sir. I agree with you that we should not eliminate it. I personally feel that it has worked well and the results of this under the vocational teacher training program has been a successful one. Do you agree with me?

Dr. EVANS. It has indeed and without it, I don't know where we would be, considering the rapid turnover that we have had in the vocational education teacher staffs. Let me reiterate that the more successful we become in attuning vocational education to the needs of business and industry, the more we are going to have problems with turnover of teachers.

I don't see this as all bad, because this interchange between business, industry, and vocational education helps both sides, but it still faces us with a problem of having adequately prepared staff on hand to do the job for the teachers that Mr. Pucinski recommends.

Chairman PERKINS. Mr. Quie, go ahead.

Mr. QUIE. Thank you, Mr. Chairman. First of all, it is good to have you back, Roman. I don't usually find you sitting on that side of the table.

Dr. EVANS. He asked sharp questions too.

Mr. QUIE. I would like to get ahold of you down there now.

[Laughter.]

It was good testimony, and I enjoyed hearing it. I would like to ask you some questions about it. One of them is about the sole State agency that you mention on page 14.

We have had testimony like yours, urging that the program operate through a sole State agency. There are two things that bother me.

That works well in Minnesota, works well in many other States, but let us use the State of Washington as an example. A sole State agency is required. They set up a board which then distributes the money to the superintendent of public instruction at the secondary school level or elementary/secondary school level and also to the community college board for the portion which they operate.

As I see now, they are moving some of their personnel from the nominal "single" State agency down to the superintendent of public instruction.

I am wondering if we are trying to force the States into a role that they have chosen not to go to. That is one thing which bothers me.

The other thing is this: In the States where there already is and always was one State agency that administered programs for both secondary and postsecondary education, there tends to be an effort to limit the money to those programs or those institutions who administer, for instance, vocational/technical schools rather than community colleges or 4-year colleges.

Have you any comments on those two problems that we find in your evaluation as cochairman of the National Advisory Council?

Mr. PUCINSKI. On the whole question of sole State agency, as we say in our statement, the fact that this arrangement might cause communications and cooperation between different sectors of the educational community, we view as a desirable development rather than a hindrance, and our feeling has been—and we have had a report on this—

that, where you have a multiplicity of agencies handling funds, each has its own constituency, and we feel that the very thing that you have talked about is occurring where the funds may not be spent on a broad statewide needs basis, but rather each one looking after its own constituency.

Our feeling is that, by dealing with a sole State agency, it is in a better position to, first of all, develop a better dialog among the various elements of the vocational picture in the State, and, secondly, to make a better cooperative judgment, rather than having each one go off in its own direction.

Perhaps Senator Brockbank might want to add to that.

Mr. BROCKBANK. We have a unique situation in Utah, Mr. Congressman, where we have our State board of education also designated as our State board of vocational education. They operate as a single agency, although they wear different hats at different times.

We have found from our experience that that is the most satisfactory method. I would hesitate to see us looking at vocational education through the board of regents which handles our institutions of higher learning, than having a competition going on.

We do have that competition, but I think it is imperative that it be in one agency where there will not be that competition and that control of vocational education.

Mr. QUIE. Do you have a junior college system in Utah?

Mr. BROCKBANK. Yes, but it is under our State board of regents.

Mr. QUIE. Do you have one State board of regents for all postsecondary education with the exception of vocational?

Mr. BROCKBANK. That is right. We have two technical colleges that are under the dual administration of the State board of regents and the State board of vocational education, and that causes some conflict.

We have addressed ourselves to that problem, but we haven't yet resolved it. Many of us feel, as State senators and State legislators—we feel that all postsecondary should be under the one board, such as the board of regents, but I think that vocational funds should come through the State board of vocational education.

Mr. QUIE. Do you find in your evaluation of States, such as the Northwestern State of Washington, that the sole State agency exists in name only; that actually the decisions are made by two organizations, the board of community colleges and the superintendent of public instruction?

Mr. BROCKBANK. I think you are correct. I think you would find both working together.

Mr. QUIE. Now, that part—that is what I am concerned about, whether we are saying that there ought to be sole State agencies, but haven't looked to see if that has really been brought about.

Furthermore, have you looked at other States? What kind of cooperation is there going on between whoever is running vo-tech schools and whoever is running the community colleges and whoever is running the 4 years?

Mr. BROCKBANK. I can't answer that. We have not looked at other States. We have just had our own experience. We are looking at the California system now, but I think we will leave our system as it now is constituted.

Mr. **Quie**. Could I ask——

Mr. **Pucinski**. Perhaps if I could just add to that, Mr. Quie, because what you are asking here is tied in very much to the question that the chairman asked earlier about planning.

In our statement, we recommend, as you notice, that we place a greater emphasis on evaluation of planning. We propose a 5-year plan. We suggest that the legislation—the 5-year plan, which would then bring in all of the agencies into the picture. We have a clear picture.

At this time, if it is permissible, Mr. Chairman, I would like to ask permission to include in the record the "State Advisory Council on Vocational Education Annual Reports." It is an overview for 1974.

Chairman **Perkins**. Without objection, that will be entered in the record.

[The document referred to follows:]

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION ANNUAL REPORTS, AN OVERVIEW, APRIL 4, 1975

The 1974 GAO Report, "What is the Role of Federal Assistance in Vocational Education?" focused on a variety of critical issues facing American vocational education through in-depth studies of seven states (Ohio, California, Kentucky, Minnesota, Pennsylvania, Texas, and Washington). Because there has been no state-by-state breakdown of the applicability of the Report's findings, its national relevance has been the subject of frequent controversy.

The National Advisory Council on Vocational Education annually compiles the reports submitted by each State Advisory Council on Vocational Education into a meaningful synthesis of needs and recommendations in vocational education for transmittal to the U.S. Commissioner of Education. Using the spectrum of crucial issues as presented by each State, we can then conceptualize a more detailed national overview in relation to the general criticism brought out in the GAO Report.

The individual State summaries provide synopses of the status of vocational education as evaluated by each State Advisory Council. While criticisms and commendations vary from state to state, the SACVE evaluations focus on several broad problematic areas. The headings listed below correspond directly to those outlined in the GAO Report. Yet this state-by-state assessment provides an additional and more detailed perspective of the critical problems and how they are being approached.

FUNDING

The funding issue is of concern to all States and problem areas are diverse. Generally, State and local funding exceeds the level of Federal funding. But, as many states point out, increases at the State and local levels are directly attributable to increases at the Federal level. Many State Advisory Councils assess the allocation of funds as the barometer for measuring the extent to which the State Plan is viable. For example, New Hampshire specifically relates the weaknesses and failings of the State Plan to a lack of planning and implementation funds. Pennsylvania attributes problems experienced by local districts in obtaining funds to a communications breakdown between State and local levels.

The need for funding accountability has been established by several states. Louisiana requests that a cost breakdown by objectives be included in the State Plan. Maryland recommends that the allocation of funds be reviewed to make sure they reflect State Plan priorities. Similarly, Indiana has suggested that a formula for the distribution of funds be based on measurable productivity.

The need for more funds to ensure better planning, programming, and delivery of services is universal. Although the SACVE's are capable of identifying weaknesses in statewide vocational education, additional monies must be supplemented at all levels in order to implement recommendations. Criticisms in this area are directed, not only to Federal level funding, but also to state legislatures and to local education agencies for reviews and restructuring of funding procedures, to ensure a statewide program of vocational education which reflects the needs of the population.

DISADVANTAGED AND HANDICAPPED

Set-aside funds were legislated with the intent of ensuring the establishment of programs to serve these special needs groups in every State. While several states have noted an increase in enrollments and program availability, the overall picture is that the disadvantaged and handicapped are not adequately being served.

Shortcomings in this area are identified at many levels. In many states unmatched Federal funds are the sole source of these programs. Massachusetts has specifically called for a mandatory use of set-asides, and the need for increased funding. An inability to identify the populations and assess their needs has been noticed. Existing programs reflect a lack of priority as well as other weaknesses. Delaware, for example, urges the establishing of a State Plan for the Handicapped as a priority in itself. Delaware also recognizes a problem common to many states: the need for an operational definition to identify the disadvantaged population before their needs can be served. No information describing program needs for the disadvantaged and handicapped is available in California.

To increase and strengthen relevance of these programs, Pennsylvania has suggested that the handicapped and disadvantaged be used as resource consultants in setting up programs which presently do not provide an atmosphere for real work. Missouri points out the need for individualized programming and more prescriptive teaching.

In several states, a dichotomy exists between services provided for disadvantaged and handicapped populations with progress being slower for the handicapped. Nevada, New York, and Texas all point out greater deficiencies in programs and services provided to the handicapped.

The picture is not totally bleak, however. Several states report encouraging enrollments and results. Idaho, for example, reports that worthwhile programs are implemented and target groups are identified. Kansas maintains job placement and specialized programs for the handicapped.

STATE PLAN

Criticism of the State Plan is extensive. The Plan as a viable instrument for setting forth goals and objectives which meet the needs of the people served is very much in question.

At the forefront of these concerns is the conviction that the State Plan should be a planning tool, rather than a compliance document.

Louisiana goes even further in suggesting that the Plan should be a document for delivering and administering a system throughout the State. Delaware supplements this with a concept of the State Plan as a contract for services, and not a compliance document.

Lack of information, such as demographic distribution of students, manpower needs, and job opportunities, is identified as a major hindrance in developing a meaningful Plan. Many states are distressed over the lack of guidelines and procedures for implementing goals and priorities and, in many instances, the lack of statewide priorities at all. Virginia particularly points out the gap between the formulation of goals and their implementation in the classroom. Various recommendations have been submitted to solve this problem. Kansas is developing a management by-objectives system for its State Plan. Kentucky has established a five-year plan. Massachusetts has instituted an approach to comprehensive planning through regional meetings, in an attempt to reconcile the lack of a planning system.

The absence of needs assessment as an integral part of the State Plan is a violation of the statute, and is of concern to several states. The Connecticut Council submitted a resolution with its critical approval of the Plan calling for the U.S. Commissioner of Education not to approve the State Plan because it was in violation of the law in several areas. The plan was, nevertheless, approved. Minnesota also pointed out the failure of the State Plan to incorporate needs assessment and, therefore, not be in fulfillment of the law.

The SACVE's have expressed the need for revision of Office of Education guidelines for State Plans and the need for enforcement of the law at the national level to ensure that State Plans become what they were legislated to do: to establish goals and priorities reflective of the needs of the people and the manpower requirements of the State. Implicit to this mandate is the efficient implementation of a workable Plan.

DATA

The need for a comprehensive data system is addressed by all states. The deficient areas of manpower information, a follow-up system, and general availability of current data, must all be increased and integrated for effective planning and implementation of programs.

Some states are trying to work out these problems through the development of statewide management information systems. Some states are receiving supplemental data from the State Department of Employment Security. This is helpful, but it is not by any means a solution to the information gap caused by the data problems.

Across the board, the data problem is crucial to the future of effective vocational education. Local manpower needs, employment prospects, and conversion of Department of Labor Codes into Office of Education Codes are necessary to provide the proper tools for planning and maintenance of programs.

RESOURCE UTILIZATION

The effective utilization of existing facilities is recognized by many states as essential to sound planning of vocational education programs. Proper management of these resources eliminates waste, program duplication, and overlap.

Several states have recommended means by which to ensure this type of management. Connecticut recommends a public hearing and resource study be required for each newly proposed facility. Minnesota has recommended that the State Plan include a description of resource allocation. Louisiana recognizes the need to establish a continuing system to determine facility utilization.

Effective programming is basic to efficient use of resources. Recommendations include an increased use of summer programs, flexible scheduling, night occupational training, mobile units, and utilization of facilities of parochial and proprietary schools.

The consensus among the states is that a comprehensive effort must be made for coordination to guard against unjustified new programs and facilities. Many states envision close cooperation with CETA Boards as a means by which to incorporate manpower and vocational education efforts for maximum utilization of combined resources.

RELATING TRAINING TO MANPOWER DEVELOPMENT AND EMPLOYMENT

Placement services are needed as an integral part of all vocational schools. Presently, secondary schools provide little, if any, placement assistance for students. Frequently, a secondary student will be placed in a job as a result of an individual instructor, or on the job contact made through cooperative education experience. Postsecondary schools, however, offer much more formalized placement services since many postsecondary schools see their primary obligation to be student placement.

An increased effort is underway to establish more formal liaisons between vocational education and business and industry. New York, for example, has created positions for six industry-education coordinators. Missouri has recommended that a position be created for an individual to promote new industry and establish new programs based on these emerging employment opportunities.

While states are identifying a need to coordinate vocational education with the training needs of business and industry, the data problem precludes an immediate solution. Meeting labor's needs through planned curricula and programming based upon employment opportunity can only be accomplished with adequate input from comprehensive data systems.

OCCUPATIONAL GUIDANCE

The need for a reorientation of guidance and counseling personnel has generally been recognized. States acknowledge that a primary area for concentration is in revising programs and criteria for certification at the colleges and universities which train guidance counselors. For those already out in the field, many states have conducted in-service workshops and conferences in an attempt to upgrade the vocational knowledge of these professionals.

Other concepts have been introduced for reorienting guidance counselors to the world of work. Area career guidance centers have been established in California. Florida has introduced the "occupational specialist" program, whereby an individual of age 20 years or older, having been gainfully employed for at least 24 months, and capable of relating to young people, is used in a counseling capacity.

Across the country, the states are addressing this great need to infuse the traditionally academically-oriented guidance profession with a familiarity with vocational education, and a capability to introduce students to those career goals so often overlooked in favor of academic priorities.

ARTICULATION AND COORDINATION

Emphasis has been placed in two general areas: articulation between postsecondary and secondary, and coordination among agencies. Improved articulation will facilitate planning and aid in the efforts to eliminate program duplication. Articulation will also enable long-range planning to best serve the needs of communities.

Coordination is needed between manpower and education agencies, as well as those agencies involved in financing and administering vocational education. The conservation of resources for efficient planning is dependent upon a cooperative effort to assimilate the common goals of vocational education and related agencies, such as CETA Boards and 1202 Commissions. Several states have designated a State Coordinating Commission to oversee these efforts.

LOCAL ADVISORY GROUPS

Local advisory groups of experienced trade people from various sectors of the manpower community have been effectively organized. These groups, which are involved in curriculum and program review in area vocational schools, provide important input regarding the needs of industry, business, and employment standards within the community.

Local advisory groups have been evaluated as generally successful, with potential for having even more value in vocational education planning and program development. In order to facilitate the more effective operation of these groups, several state councils (for example, New York and Pennsylvania) have established dialogue with them through organized conferences. Some states have recommended the development of a manual and other instructive guidelines so that local advisory groups can develop their potential as integral parts of vocational education more fully.

PROGRAM

A consensus that flexible programming will provide more services and training opportunities is prevelant among the states. An open-entry-open-exit policy, especially at the postsecondary level, has been frequently suggested.

Recommendations for program reevaluation focus on several areas. Curricula need to be broadened and improved. Efforts are underway to integrate vocational education and academic education. Georgia, for example, has urged that students be required to take at least one Carnegie unit of vocational education prior to graduation. Standardization of programs and courses is of concern, so that students might have the flexibility of transferring credits for postsecondary schools to all institutions of higher learning.

Many states have conducted studies to ascertain the relative value of programs, what populations specific programs are reaching, and what areas of potential employment opportunity are deficient in program development. As the data from these studies are incorporated into vocational education planning, programs reflect a greater ability to serve community and student needs.

ALABAMA

The Council noted that the evaluation of the State Plan's goals and objectives is dependent upon the availability of current demographic information about students and current manpower demand and supply information. This type of data is not readily available. There has been some degree of improvement in manpower demand and supply information but there is little evidence to ascertain its significance in establishing goals at either the state or local level. Student population and financial resources available are the primary bases for for vocational education objectives.

This year's Council recommendations included the following:

> The State Board of Education should establish a procedure for funding new instructional programs in the technical colleges and institutes separate and apart from the current funding allocation formula for the maintenance and operation of existing instructional programs.
>
> The State Legislature should provide capital outlay matching funds to local boards of education for renovating and equipping idle school facilities not currently being used for vocational education purposes.
>
> The State Legislature should provide the State Board of Education with a special appropriation for funding workshops in vocational counseling for employed school guidance counselors.
>
> All local boards of education should assume the responsibility for establishing adult vocational education programs to train, retrain and upgrade the state's work force.
>
> Local boards of education should assign at least one professional person to full-time duty as a vocational counseling and placement coordinator.

In regard to the extent to which education institutions assisted in job placement for graduates, the Council observed that:

"* * * surveys usually indicate that approximately 12 percent of the vocational students returning questionnaires receive their first job through school placement activities. A survey of high schools in 1973 revealed that of the 65 percent returning questionnaires, only 16 percent were conducting any type job placement services for recent graduates."

ALASKA

Believing it was necessary to search for the common elements of an effective guidance and counseling program, and to implement changes that will better assist students in making valid educational and occupational choices, the Alaska State Advisory Council completed an extensive study of guidance and counseling programs in selected secondary schools. The study was an empirical investigation of attitudes and expectations of parents, students, and teachers concerning guidance and counseling activities. Individual questionnaires were developed for each respondent group, and distributed with stamped, self-addressed return envelopes.

The data collected in the study show that both students and parents are dissatisfied with the guidance and counseling programs available in the selected schools. While urban youth tend to have a more positive attitude toward the counseling programs, both parents and students believe the programs lack sufficient career and vocational guidance components.

Parents' responses indicate a belief that local community resources are not adequately utilized in the guidance and counseling programs. The Council recommends that community resources useful in the career and vocational decision-making process should be made an integral part of the schools' instructional and guidance program. The Council also believes that, since a high percentage of the students are employed part-time, efforts should be made to integrate this work experience into the students' high school activities.

The study revealed that disadvantaged youth have significantly lower level aspirations that youth not so classified. The Council believes that this factor must be taken into consideration in the development of guidance programs for these youth.

Among the Council's recommendations for the improvement of the guidance and counseling programs are the following:

> Classroom instructional activities and guidance and counseling programs should be integrated into a comprehensive approach to career exploration and the decision-making process.
>
> School policies and graduation requirements should be examined in the light of students' vocational needs.
>
> Guidance and counseling programs should make specific plans to integrate the students' parents in career and vocational development activities and the decision-making process.

ARIZONA

The Arizona State Advisory Board's Annual Report included a great deal of statistical information regarding enrollment breakdowns, rates of increase in enrollment, financial support, and attendance averages. This data was presented in charts falling under the following headings:

State Vocational Enrollment Totals By Service Areas.
Secondary Vocational Enrollment Totals By Service Areas.
Post Secondary Vocational Enrollment Totals By Service Areas.
Adult Vocational Enrollment Totals By Service Areas.
Average Daily High School Attendance.
Secondary Enrollment (grades 9 through 12): Rate of Increase.
Total Enrollment (Secondary, Post-Secondary, and Adult): Rate of Increase.
Financial Support: Federal, State, Local, Total.
Financial Support for Vocational Education.
Enrollment in Vocational Education.

Arizona students who completed Vocational Education programs in 1972-73 were mailed a follow-up questionnaire administered by the Research Coordinating Unit of the Division of Vocational Education via local school districts. The responses to the survey indicated that 92 percent of the graduates were satisfied with their training; 94 percent indicated they would recommend their training program to others. Almost unanimously, former students asked for more on-the-job experience, more qualified teachers, more up-to-date equipment, materials and tools, more placement and more counseling.

Action taken on last year's State Advisory Board's recommendations included the following:

A request for a Department of Labor grant to develop an occupational information system that will assist in identifying need from a labor market standpoint.

The establishment of cooperative arrangements with the Department of Economic Security employment offices with the Special Needs Project at several vocational high schools and centers. Such arrangements are encouraged through the identification of the placement functions in the entitlement project application.

Monitoring by the Division of Career and Vocational Education of all funded programs at least once annually. The Division also conducts program assessments by district personnel followed by a team assessment conducted by state staff.

This years' recommendations include:

Additional funds, both at the Federal and State levels should be made available to enable Vocational Education to meet the rising demands of students for programs and qualified teachers.

An additional public hearing with input from business, labor, government, school administrators, and students should be scheduled in the development of the State Plan.

Duplication of Vocational Education programs, facilities and personnel should be eliminated. Manpower programs that involve duplication of facilities, personnel, and programs should be phased out and the programs and students assimilated into the educational system. Perpetuation of unneeded or obsolete programs also should be avoided.

Schools should address themselves to placement in cooperation with the Department of Economic Security through local employment offices.

This year's Annual Report also addressed itself to an assessment of the use being made of C, D, and I funds. The problem of funding of low enrollment programs (class enrollment of under ten) was reviewed, as well as the effect limited funds are having on the number of qualified Vocational Education teachers.

The critical need for qualified counselors was met through two in-service workshops conducted on a year-long basis in 1974. The program involved 54 counselors and has the potential involvement of all teachers. A summer session was conducted by Arizona State University aimed at a program of visitation to business and industrial enterprises. The product of this program was a publication of occupational information related to the employment situations observed.

A final section of the report reflected the Fiscal Year Statistics for Private-Proprietary Institutions. Annual inspections and reports by the Arizona State Board of Private Technical and Business Schools indicated, in general, a substantial increase in enrollments and job placement.

ARKANSAS

The Arkansas State Advisory Council discusses quite candidly its grave concerns with the shortcomings within the state's educational system. This year's annual report points out that more than 45 percent of the students entering the first grade in the fall of 1961 failed to graduate 12 years later.

The Council cites the educational system for lagging behind technological advances and failing to adapt to changing economic and social conditions. The system is developing two groups of unemployables—"the dropouts" who have too little education and training for most of the jobs in the economy and the "educated unemployed" whose knowledge and skills do not meet today's job requirements. Only 9 percent of Arkansas' employed work force had four or more years of college in 1970 and 34 percent of this total were teachers.

Stressing accountability, the Council recommends the need for more comprehensive high schools. The following problems are pointed out:

> The designed capacity of most State area vocational schools limit the number of people who can attend and limits participation by secondary students. This also inhibits their ability to provide a significant number of occupational training options.
>
> A lack of occupational instruction at night at most schools precludes involvement by many people needing such training.

Counseling services are also evaluated as problematic. Most students are not given adequate occupational information and career guidance. Most counselors are academically oriented and continue to emphasize college preparation without understanding the relationship between vocational and academic education. Furthermore, counseling inadequacies also lie with teachers who do not relate their individual discipline to its application or usefulness to students after they graduate from school. It was also found that, while students are receptive to participation in vocational programs, they know very little about programs that are, or could be of such importance to them.

In evaluating the need for responsive planning, the Council made the following recommendations:

> The State Board set aside sufficient funds to initiate a plan for vocational education which is based on the needs of all citizens. This plan should concentrate on developing and/or making necessary changes in the system to guarantee every child an opportunity to participate in a program of his choice. This choice should be the student's—not by default that of the system.
>
> The State Board request the State Board of Higher Education to direct the Department of Higher Education to work with the State Department of Education to develop a plan for a revitalized educational system beginning in kindergarten and extending throughout the educational system. This plan should be based on the educational needs of the people, demographic characteristics and labor market demands.

CALIFORNIA

The California Advisory Council's Fifth Annual Report begins with a comprehensive overview and description of vocational education in the state. A brief description of many programs, innovations, and other services in areas such as Communications and Media, Career Centers, Individualized Instruction, Cooperative Work Experience Education, Counseling and Guidance Services, and many others reflect the diversity of the State's vocational education programs.

Council "Comments and Observations" focus on the provisions of the State's Education Code 7504 which suggests that all Californians should have equal educational opportunities to gain employability skills whenever they need them. The Code guarantees ". . . that every student leaving school shall have the opportunity to be prepared to enter the world of work; that every student who graduates from any state-supported educational institution should have sufficient marketable skills for legitimate remunerative employment."

The Council especially notes that there are presently no statewide goals and priorities concerning education and training for employment and that the California State Plan for Vocational Education does not contain representative statewide priorities, goals and objectives. Through its concern for establishing priorities based on employability, the Council urges state agencies to develop and integrate more viable goals such as those:

Which reflect the training and placement needs of all individuals who are or will be seeking a gainful employment in a field of their choosing.

Which provide standards for quality of instruction in vocational education and implement the provisions of Education Code Section 7504.

Which reflect an ever-changing set of statewide priorities, goals and objectives.

The Council has continuously supported all efforts to provide students with full awareness of, orientation to, and preparation for future careers. The Annual Report reaffirms the Council's beliefs that Career Education should incorporate the following:

A life time guarantee that all persons have an opportunity to understand and prepare for careers through the lifelong learning process.

A total educational responsibility that requires cooperation among practitioners in all disciplines and subject areas.

A high degree of communication and articulation among educational institutions with ample provisions made in this process for flexibility focusing on individual needs.

Total community involvement with business and labor.

Career Guidance.

Two independent evaluations of area vocational planning were conducted in 1973 by the Advisory Council and by the Legislative Analyst, State of California. Analyses and responses to both of these reports by the state vocational staff are included in the Annual Report. The staff's overall assessment of these reports concluded that:

Neither report addresses the basic issue of whether there is a real need for mandated planning.

Unnecessary duplication exists, yet no evidence is provided in either report to document the charge.

Recommendations based on staff evaluations are included.

COLORADO

The Colorado Council focused its activities this year on reviewing Vocational Guidance and Counseling, facilities utilization and school shop safety.

A number of meetings were held concerning the quality of Vocational counseling. Through the involvement of school administrators, guidance and job development specialists, counselors, and others a position paper was prepared and submitted by the Council as an interim report to the State Board for Community Colleges and Occupational Education. Included in the Council's recommendations were:

Competencies in Vocational-Technical Education and Career Education of currently employed counselors should be upgraded by the State Board of Education through recertification requirements involving in-service education, cooperative programs with business/industry/labor and work experience.

Counseling roles should be defined in such a way that the full impact of the services are directed to guidance, counseling and placement activtites.

Business/industry/labor should be encouraged to participate in guidance programs by providing career information and job opportunity information, part-time employment for counselors and work-study for students.

The Council urged educational agencies involved to continue to practice of maximum utilization of facilities. Full utilization of secondary and post secondary facilities were evaluated as most beneficial to students.

In stressing its concern with safety standards, the Council recommended the coordination of involved agencies to develop information, training and action programs to insure compliance and maintenance of all safety standards.

CONNECTICUT

Based on findings presented in this year's report, the Connecticut State Advisory Council asserts that the Department of Education has been critically lacking in its implementation of the provisions of the Vocational Education Amendments of 1968. The Department lacks an administrative and managerial system essential to the delivery of vocational education in the manner intended by P.L. 90-576. The data essential to planning is unavailable or inadequate because of lack of a modern computer-based information system. A lack of input makes ongoing assessment of manpower needs impossible. There is no systematic planning on either a short-term or long-term basis providing for the targeting of federal fund to geographical areas, institutions or to persons in greatest need. The Council concludes that the Department lacks an articulated policy with a clear sense of direction.

The Council bases its serious criticisms of the State Plan and the Department of Education in part on the following findings:

> The Department is wanting in its planning capability basic to providing needed services to a major segment of Connecticut citizens.
>
> A systematic assessment both of long-term manpower needs, based on projected job opportunities, and of present job opportunities is generally missing. The assessment that is done is based on faulty reporting and incomplete information, which fails to take into account availabiilty of trained labor and manpower needs.
>
> Funds have not been used in a manner that will most efficiently deliver high quality vocational education programs to an increasing number of participants in accordance with the intent of Congress.
>
> Federal funds, designated by law for the support of vocational education programs, are transferred to the state's general fund, in violation of federal statutes and regulations, state statutes and the State Plan. For Fiscal Year 1974, $460,000 was thus transferred.
>
> The Department has failed to give high priority to programs for the disadvantaged and handicapped, as provided by law and as pointed out by the Council in the 1972 report.

A major portion of this year's report is devoted to a commentary on the status of the State Plan which was submitted to the U.S. Office of Education. In its critical certification of the Plan, the Council included the following statement: "* * * the document which is now being submitted to the U.S. Office of Education is not the version approved by the State Board. The Council observed changes from the State Board-approved document which raises considerable concern * * *"

Among the changes incorporated into a revised plan submitted to the U.S. Office of Education and not approved by the Council were:

> The diversion of money that resulted in cutting from 5/7 to 3/7 the funds that had been allocated for the support of programs for the disadvantaged and handicapped.
>
> $100,000 in carry-over funds originally allocated for industrial arts and LEA programs was eliminated from their support. Yet $95,000, for equipment for 8 state-operated vocational technical schools, serving less than 5 percent of the secondary school age range of the people in the state and appearing to violate the Federal statutes in their entrance requirements which restrict handicapped and disadvantaged, was allocated.

The Council requested that the U.S. Commissioner of Education, in view of these and other apparent violations of federal statutes, not approve the plan. Nevertheless, the plan was approved.

Among the recommendations based on Council findings and evaluations are included:

> That the Department of Vocational Education institute an administrative management and planning system that will assure that federal funds are directed to priority needs and programs—both as to geographic and community and personal needs.
>
> Manpower data be developed in a form usable for short- and long-term vocational education planning and for evaluation so that sound effective programs can be developed that will meet those needs.
>
> Measurements and controls for the allocation of federal funds be instituted that are in accord with acceptable accounting procedures.
>
> When a new program or facility is being contemplated, a full public hearing shall be held and a resources study developed to determine existing resources both in the private and public sector that could be utilized, thus conserving scarce capital and operation resources.

DELAWARE

The State Advisory Council interprets the Delaware State Plan as a contract between the State and the federal government. Included in this contract are other state agencies as well as the Department of Public Instruction. From this interpretation comes the following recommendation:

> That the State Plan for Vocational Education be considered a contract by those responsible for its content and implementation in the State rather than a compliance document with the federal government.

A major concern of the Council is that vocational education address itself to the needs of the economy and working environment of the nation and the state. Priority attention should be given to Vocational Education for the Consumer by providing the leadership in showing the consumer how to produce and preserve more of our resources. Included in its suggested objectives are:

> The vocational Home Economists can provide the instruction that will enable consumers to provide time utility to food by preserving it from time of plenty to time of scarcity.
>
> The vocational Trade and Industrial educations can provide training in the construction, maintenance and repair of living quarters, appliances and transportation vehicles that could greatly reduce family expenditures.
>
> The vocational Business and Distributive educators can provide the training necessary to enable consumers to better invest their dollars, choose products more economically, sell products that they do not need to others who can use them and, in general, budget, spend and save more efficiently.

The Council stressed the need for articulation among the various agencies in order to conserve resources and realize the potential strength and productivity of joint effort and cooperation. The advent of CETA is cited as a unique opportunity for the community to assess its manpower resources and employment opportunities, design and implement programs and truly serve the people.

Included among this year's recommendations are:

> That all state agencies that may be identified as able to provide necessary services continue to give priority attention to the development of the occupational information system which has been proposed.
>
> That the Department of Public Instruction re-emphasize its priority upon the development of the State Plan for Vocational Education of the Handicapped by establishing a definitive but feasible time frame for its completion, and the creation of a supervisory position with the Vocational Education Division requiring expertise in industrial and vocational occupations with major expertise in the field of special education.
>
> That the Governor, in his budget request, include the resources to provide one Career Guidance, Placement and Follow-Up Counselor for each 500 secondary students in the state and that the General Assembly enact the necessary legislation to implement the program.

DISTRICT OF COLUMBIA

At present the District of Columbia is involved in a five-year plan for the phasing out of full-time secondary vocational students, and increasing the number of part-time students. Concomitantly, development of centers around certain career clusters is being initiated for the teaching of immediate job-entry skills, and also as background for continued work at the postsecondary level. Career clustres will be built around communications and media, manufacturing and service, transportation and construction, health careers, hospitality and advanced business, office operations, and personal services. This process has already begun, notably with the Lemuel Penn Center, for communications and media, which appears to be an outstanding success.

The five-year plan is reflected in the State Plan, which in recent years has shown improvement, but there is room for a great deal more. The stated goals of the Plan will probably have less impact on vocational education than the foundations which are being laid in the career development programs.

Financial resources for the vocational education program come primarily from the District ($4,637,632) with $1,736,332 being contributed by the Federal Government. These resources have funded good programs, but their efficacy could be increased by better coordination. A comprehensive plan which systematically integrates career development into public education at all levels is needed.

At present there is no mechanism for coordination of planning between the secondary, postsecondary, and adult levels. A survey of programs and a school-system-wide coordinated public information system are recommended.

Also needed is a comprehensive system for obtaining data on the labor market. There has been some attempt to secure such data. An analysis of the D.C. Metropolitan Job Bank by the Mayor's Manpower Planning Staff projected thirty of the highest demand occupations, and developed profiles of educational and experience requirements, starting salary levels, and whether employers are willing to train new employees. The Office of Career Development Programs is working with the D.C. Department of Manpower, the Bureau of Labor Statistics, and the staff of the Manpower Planning Council to obtain better data for manpower planning. Suggestions for improvement include a survey of employers in the area, and a closer working relationship with local suburban manpower planners.

In the area of programs for the disadvantaged, there are indications that efforts to reach all specifically enrolled in vocational education are successful; however, there are not enough remedial math and reading teachers. Programs for the handicapped place too little emphasis on vocational education, and the facilities are very old and limited.

Relation of training to employment has been reflected in several programs:

Interdisciplinary Cooperative Education Program.

Cooperative Work-Study Programs.

Widening Horizons (a program funded by Title I and Department of Labor funds for 7th and 9th graders, which aims at exposure to the world of work).

Development of the model Lemuel Penn Center for Communications and Media.

These programs were developed with industry's input. The Interdisciplinary Cooperative Education Program placed 557 of its 675 participants at an average of $2.38 per hour. Further placements were made by the Career Counseling and Placement Unit, which provided counseling services through group sessions to all 9th graders, and placement services to senior high and Neighborhood Youth Corps students.

FLORIDA

"How much progress was made in planning for the job placement and follow-up services mandated by the 1973 Florida Legislature?" was an Item of Inquiry posed by the State Advisory Council in its evaluation. This legislation mandated the relationship between school placement and follow-up services by requiring that each district school board and community college establish and maintain job placement and follow-up services for all students graduating or leaving the public school system, including area vocational centers.

Progress in this area has included the development of guidelines for school districts requiring that each school board adopt a district-wide plan for provision of placement services. This plan was to be adopted prior to September 1, 1974 and a person in each district was to be identified who would be responsible for development, coordination, implementation and evaluation of the district's placement plan. Similarly, prior to September 1, 1975 a district-wide plan for follow-up was to be adopted and an individual identified to be responsible for corresponding duties relating to follow-up.

The Florida legislature also passed a law in 1970 allowing persons designated as occupational specialists to be used in counseling positions in a school district. The qualifications required to be an occupational specialist were to be: At least twenty years old; have been gainfully employed at least 24 months as a full-time employee, or its equivalent in part-time employment; and to be able to relate to young people.

Because of the success of this program as determined by several indepth evaluations, the Council makes the following recommendations:

The occupational specialist program should be continued and funding maintained.

The feasibility of expanding the occupational specialist program to the community college level should be studied.

The Department of Commerce and the Florida Department of Education began work in 1973–74 on a joint project the purpose of which is to design and implement a system to be called the Occupational Information Delivery System (OIDS). This system will provide both supply and demand data by industry for approximately 2,000 occupations in the state and the ten Department of Administration Planning Areas. While no data is presently available to vocational program planners, planning data on approximately 400 occupations is expected to be available early this year. The system will be annually updated to provide accurate data on labor force demand and training program supply.

This year's evaluation also noted that the close working relationship between the Division of Vocational Education, the Bureau of Exceptional Student Programs and the Division of Vocational Rehabilitation resulted in an expanded capacity to provide vocational training opportunities to handicapped persons.

GEORGIA

A series of conferences were conducted by the Council early in the year involving educators and administrators in vocational education. The purpose of these conferences was to provide a forum for participants to air their views and to summarize and interpret views and opinions regarding vocational education in Goergia. Conference discussions centered around the following topics:

Lack of Communication.
Function of the State.
Vocational and Academic Curriculum.
Teacher Responsibilities.
Teacher Training.
Articulation of Secondary and Postsecondary Curriculum.
The Role of the School Guidance Counselor.

An Adult Programs Study was conducted to assess program effectiveness of Adult Education programs within the Area Vocational-Technical Schools. A special Adult Education Committee developed an information-gathering instrument to be administered in each of the twenty-five Area Vocational Technical Schools. Coordinators of Adult programs were asked a series of questions related to programming, students, instructional and support staff, and areas of special concern.

From this study, the Council has determined that the three program areas of greatest potential value to adult students and the local communities appear to be the extended day programs, the Consumer Education Community Service programs, and the off-campus industrial and Distributive Education programs. The areas of greatest administrative deficiency seem to be data collection, cooperative programming, and alternative funding sources.

The Report on Comprehensive and Non-Comprehensive High Schools was prepared under the supervision of a committee of the Council established to compare comprehensive high schools with schools designated to become comprehensive high schools in the future. The overall results of the on-site reviews conducted for this study demonstrated a significant advantage of comprehensive high schools over non-comprehensive high schools.

Recommendations resulting from these studies and other evaluations by the Council during the year include:

> That the State Board of Education should adopt a policy requiring *all* students to have at least one Carnegie Unit of occupational/vocational education as a requisite for graduation from high school.
>
> That the Board of Education should continue to assign a high priority to the use of capital outlay funds and financial support for staff development activities in the comprehensive high schools.
>
> That the State Board of Education should adopt standards for all vocational schools and hold local school systems accountable for educational programs and course instruction.

GUAM

One of the goals, as stated in the State Plan, was to adapt seven vocational programs for handicapped students. Only two programs were conducted in FY 74 because there was a lack of local matching funds and physical facilities. Another goal was to increase the number of disadvantaged youth served by vocational education programs. There was an increase in enrollments of 41 percent.

Coordination of training opportunities among agencies has not been attempted on a systematic basis, but since all vocational programs, including career education, are administered by the Division of Vocational Education, coordination among vocational educational agencies is relatively good. Efficiency could be improved if there were more coordination of space and program needs between the vocational division and special needs in academic high schools.

Data needs were served by:

> A 1973 Bureau of Labor Statistics survey of private and public employers to ascertain labor's projected needs and training level requirements for entry-level positions; and

A Career Interest Survey of public secondary students.

The survey of employers needs further verification. The information provided is limited, and there have been no plans for keeping it current. Further, there has been no survey of recent graduates.

Many of the projected needs of the Department of Labor are not being met, and there are many areas of interest which are not being addressed by vocational programs. Some coordination between industry and training is provided by the coordinators of the vocational-technical school, who work very closely with various industries to secure training stations for their students. Vocational counseling remains inadequate, and although the Department of Labor has provided good support services for the placement of graduates, there is no formal placement program.

Among the recommendations made by the Council are the following:

Special crafts committees be used to assist vocational administrators and teachers in preparation of relevant programs and curriculum;

A comprehensive manpower study be completed to include manpower needs by classification and training and educational level;

A facility study be completed for long-range planning at all levels of vocational education; and

Adequate records of placement and follow-up be maintained on those who complete a vocational education program.

HAWAII

Among the goals for the Master Plan for Vocational Education which focuses on the effectiveness of vocational education in Hawaii in meeting the needs of the people are:

To provide quality vocational education to meet the vocational aspirations of the individual while being compatible with employment opportunities and the needs of a rapidly changing economy and new technologies.

To accommodate all youth and adults who seek vocational education in order to become productive members of society or to upgrade their occupational competencies or to learn new skills.

To provide administrative leadership, direction and coordination for the total vocational education effort in the State.

To provide and maintain an effective system of management for vocational education in the State.

To provide vocational skills and understanding necessary for entrance into postsecondary vocational education programs or to obtain employment at entry levels to the individual who requires special services.

Council recommendations were formulated based on these objectives. Included in these recommendations are:

The State Board for Vocational Education should actively support increases in State funding for vocational education during the upcoming legislative session.

The State Board for Vocational Education should re-examine the cooperative agreement between the State Director for Vocational Education and the College of Education to more effectively use federal funds for teacher training in vocational education.

The State Board for Vocational Education, acting as the Board of Regents, should re-examine its policies relating to postsecondary vocational education programs and curriculum development to achieve greater flexibility and responsiveness to community needs.

The State Board for Vocational Education should review the present administrative relationship between the Office of the State Director for Vocational Education and the Manpower Training Office in order to provide greater coordination between vocational training programs and a unified office for Statewide vocational education planning.

IDAHO

The Idaho State Advisory Council assesses several critical areas in vocational education as they serve the people and their needs. The Council notes a tremendous improvement in the availability of data, particularly pertaining to job opportunities and manpower needs, which has been made available from a variety of sources.

The implementation of worthwhile programs to meet the needs of the disadvantaged, adult, handicapped, and other population groups, is attributed to the State Board of Education.

In addition to steady growth in program offerings at the postsecondary level, most postsecondary programs have adopted the open-entry open-exit system whereby new enrollees are accepted a number of times during the year and leave when they attain the proficiency required to be a competent worker in the particular area of training.

This year's Council recommendations include:

That the State Board of Education seek legislative approval of an expanded vocational education budget with strong emphasis on career development.

That the State Board of Education request an emergency vocational training fund of $100,000 from the Idaho State Legislature.

The immediate initiation of a public informaton project using the mass media as a vehicle for improving the image of vocational-technical education.

An annual joint meeting between the State Board of Education and the Advisory Council to advance the commonality of interests for better vocational-technical education programs in Idaho.

The State Board of Education acted on the Council's recommendation of last year that efforts be continued in providing training for guidance personnel as it relates to youth and the world of work. Workshops and in-service training programs have been conducted for guidance personnel. A week-long summer workshop was help for all vocational teachers and guidance personnel.

ILLINOIS

The Illinois State Advisory Council commends the development of a clear, concise State Plan, by the State Board on Vocational Education. However, the Council believes the State Plan continues to be viewed as a compliance document to receive Federal dollars for reimbursement activities rather than as a comprehensive plan to meet vocational education needs. Recognizing that accurate data is necessary in order to develop a comprehensive plan, the Council urges the speedy implementation of the Total Manpower Planning System for Illinois now being tested in selected counties. The Council also recommends coordination and cooperation among the various State and Federal agencies involved in vocational education during the planning process. The Council recognizes that the number of Federal and State agencies which have a role in administration of vocational-technical education in Illinois makes coordination in planning exceedingly difficult, and urges that the administrative authority for vocational and technical education remain in a single State agency. The Advisory Council supports the State Board on Vocational Education as that agency.

While Federal funds expended for vocational education in Illinois have substantially increased in the last five years, State funds have remained static. The Council approves the expansion of programs for the disadvantaged and the handicapped made possible by increased Federal funds, but questions if Federal funds have been used to supplant State monies, rather than to supplement them. Vocational availability has increased greatly in recent years in Illinois, but the Council firmly believes that "availability of programs at all levels must be increased." The Council recommends the study of State funding formulae to ascertain their catalytic effect in program growth.

The Council is encouraged by the acceptance of job placement responsibilities by postsecondary institutions, and the distribution of the handbook, *Development of Counselor Support Materials (A Handbook)* at the secondary level. The Council believes, however, that both secondary and postsecondary schools should develop a strong total program of guidance, counseling, placement, and follow-up, and acceptance of more responsibility for those who complete less than graduate programs.

The Council supports the development of career education programs in Illinois schools, but notes that the primary funding responsibility has fallen upon the State Board of Vocational Education. The Council believes that the State Board should not have to carry the funding burden for career education from scarce vocational funds, and urges the utilization of separate funds for career education.

Among the Council's recommendations for the current year are:

The State Board of Vocational Education seeks legislative approval of an increased State appropriation, based on a foundation level of support for projected vocational education needs.

The State Board of Vocational Education should work with the Office of the Superintendent of Public Instruction to form a policy requiring all students at the secondary level to have at least one Carnegie Unit of vocational or technical education as a requisite for graduation.

The State Board of Vocational Education should encourage the teacher training institutions to infuse the career education concept into all teacher and administrator preparation programs.

INDIANA

In addition to its regularly scheduled meetings, the State Advisory Council conducted hearings in six communities in order to provide the public with the opportunity to respond to Council recommendations and make suggestions and proposals on Vocational and Technical education.

This year's annual report also provides an overview of the state's secondary and postsecondary schools and programs. Some postsecondary programs of interest included:

Ball State University

"The Department of Counseling Psychology and Guidance Services received a grant from the Indiana State Board of Vocational Technical Education for a program to improve communications relative to career education. In working with counselor education programs, the following objectives were stressed: attitude change and awareness, knowledge and skills, utilization and application, consultant preparation."

Indiana Vocational Technical College

"Ivy Tech conducts training programs specifically tailored to meet the needs of individuals, business and industries, either by designing special programs for them or by cooperatively sponsoring the needed training activity."

"In the area of Manpower programs funded through the Department of Labor IVTC has sponsored a 14-county Neighborhood Youth Corps project, a 4-county Operation Mainstream project, and MDTA Skill Center at South Bend, and is presently operating programs under the Comprehensive Employment Training Act (CETA)."

Included among this year's Council recommendations were:

That the State Board of Vocational Technical Education (SBVTE) provide coordination with training programs and needs of business, industry, and labor among local educational agencies, postsecondary institutions and proprietary schools.

That the SBVTE carefully review policies and procedures of institutions requesting funds to insure that the regulations for affirmative action are being met.

That the SBVTE provide coordination in long-range planning for facilities and services among state agencies and programs serving vocational education.

That the SBVTE promote and cooperate with other agencies for placement services for students when completing vocational training programs.

IOWA

Since 1973, the State of Iowa Advisory Council on Career Education has elected to focus on only one component of vocational and career education in its reports for any given year. For 1974 the Council chose to investigate and prepare its report on cooperative and work-study programs in secondary schools. A cooperative program utilizes alternating periods of employment and schooling on a part-time or full-time basis. Work-study programs are designed to provide students in financial need with assistance. In contrast to the cooperative programs, the in-school instruction in work-study programs is not necessarily related to job assignments.

The 1975 State Plan for career education incorporated the findings of an information system called the Career Education Need Information System (CENIS). Data on the labor market needs thus provided help in planning new sites for cooperative programs, and appropriate expansion of existing ones. A geographic priority area for a site is identified where there is incidence of high youth employment and drop-out rates. The State Plan specifies that fifty percent of Part G funds for cooperative programs are to be used in priority areas.

At present, unemployment rates reported in the CENIS survey are ascertained through unemployment compensation claims. The Council recommends that future estimates of unemployment be made from applicant information data in the local offices of the Iowa State Employment Security Commission, as a more reliable projection formula could be developed on this basis.

A study was conducted by the Council to identify potential growth of cooperative programs. Decisions as to the ability of an area to support such a program were based on the area's employment potential and the size of the area's school. Cooperative programs are feasible for large school systems, and joint sponsorship of cooperative programs could be assumed by smaller adjacent systems. On this basis, the study identifies specific school systems which should be encouraged to implement cooperative programs. Since the Department of Public Instruction has projected expansion of cooperative programs, the Council recommends that it use their study in determining locales for the programs.

In regard to the financing of secondary programs, the Council found that the procedure for reimbursing secondary schools is obsolete. At present, instructor salary and travel expenses are reimbursed at 80 percent the first year, and reduced by 20 percent increments until the "average reimbursement" (approximately 20 percent) is reached. The philosophy appears to be to provide start-up incentives. On the other hand, reimbursements to postsecondary institutions are based on total program costs, which reflects a support, rather than incentive, concept. Since the institution several years ago of "controlled budgets" (a state-imposed limit on the number of dollars a local school may collect in state aid and from local property taxes), the incentive concept is out-of-date. The Council therefore recommends that reimbursement for secondary as well as postsecondary school cooperative programs be based on the support concept.

Council members made a number of field visits to the sites of cooperative programs and observed the following:

> Administrators show little knowledge or interest in employment opportunities or labor market needs. Few local schools utilize follow-up information on earlier graduates. The Council recommends that the State Board encourage, through technical assistance, planning at local levels, based on student and labor market needs.
>
> While general classroom instruction about such subjects as social security, job safety, unemployment compensation, etc., is excellent in many cases, too little emphasis is placed on theory for the actual skills being learned. The Council recommends that the Department of Consultants expand their assistance to the teacher-coordinators to improve the quality of specific instruction.
>
> Many school principals are unaware of the elements which are typical of a quality cooperative program. The Council recommends that the Department of Public Instruction inform the principals regarding these elements.
>
> Not all schools use a training agreement signed by the employer, student, school, and parent, in order to emphasize that the released time for the student from the school is for educational purposes. This practice should be universal.
>
> Only limited use is made of a training outline to identify the skills to be taught by the employer and the school. The Council recommends that teacher-coordinators be encouraged to develop such outlines cooperatively with the employers of each student, and that administrators hold the teacher-coordinators accountable for the development of these outlines.

In regard to the Work-Study program, although it is considered relatively successful, its continuation as a viable program is open to question. Students can make more money by working for a private employer. This, however, does not provide improved services to the local community. The Council recommends that Congress consider amending the law which limits earnings through work-study programs so that they are in line with prevailing minimum wages.

KANSAS

In evaluating the goals and objectives of the Division of Vocational Education, the Council pointed out the working relationship with manpower development within the state. Examples of this close relationship include:

> The manpower planning system, K-MUST (Kansas Manpower Utilization System for Training), includes the manpower input from other sources within the state.

The K-MUST Advisory Committee includes representation from Economic Development, Vocational Rehabilitation, the Division of Research and Information of the Kansas State Employment Security Division, and the Bureau of Apprenticeship.

A close relationship with industry is maintained through the Industrial Division of the State Chamber of Commerce. This group has an education committee which works with the Division of Vocational Education.

Included in the State Plan is a section entitled "Annual and Long Range Planning and Budgeting." The annual report contains the activities as set forth in this section of the State Plan with corresponding evaluations of the effectiveness of each activity by the Council. Among these activities and Council assessments are:

Activity.—Increase services in schools by providing in-service activities for counselors designed to gain an understanding of the young workers' occupations.

Evaluation.—Planning was started in the spring of 1974 to assist four districts to increase the placement services at the secondary level. Three of these four districts already have funded career education projects. Further in-service education and implementation of this activity will take place in FY 1975.

Activity.—Develop specialized vocational programs for the handicapped.

Evaluation.—Three specialized programs for handicapped students, involving work experience and coordination were implemented during FY 1974. One program at Leavenworth involved contracting with local businesses for training.

Included with this year's Council recommendations are responses to the Council by the State Board of Education. These responses incorporate the feasibility of implementing the proposed actions and also document what, if any, activity has been underway for the implementation of the proposed recommendations. Council recommendations include:

> That the State Board of Education investigate alternate ways of granting college credit for in-service workshops conducted by the State Department of Education.
>
> That the State Board of Education continue its support for a performance based teacher education program particularly in vocational education.

KENTUCKY

The Kentucky State Council specifically points out that the State Plan's goals, priorities and objectives are related to identified manpower needs, job opportunities, and the interests of groups to be served. The Council also noted that special attention had been given to the identification of persons with special needs, and that programs, services, and activities were designed to meet the needs of those who could not succeed in regular programs.

Of particular concern in this year's report, was the construction of vocational education facilities and the expansion of existing resources. There also exists a need for a comprehensive data system, presently under development, to provide the much needed data in areas such as manpower demand and supply, job opportunities, employer needs, student placement and follow-up information and other information vital to the planning effort.

This year's recommendations included:

> That annual and five-year plans be improved and written in such a way as to give systematic and coordinated direction to Kentucky's vocational education programs in the future.
>
> That an even greater effort be made this year in bringing the forces together to establish a comprehensive and relevant data base upon which to build a management information system.
>
> That before vocational facilities are constructed in the future a closer examination of the utilization of present facilities be made and this information serve as the guide in determining the size, location, and program offerings in all proposed new facilities.

Programs serving the handicapped and disadvantaged showed significant growth and the effectiveness with which they are reaching the target population is reflected in the 61 percent increase of enrollment in special programs for FY 1974.

The enrollment in vocational education programs in Kentucky has shown a substantial increase from 1964 to 1974. The Council notes a particularly satisfying increase in enrollments of postsecondary programs and programs for the disadvantaged and handicapped. Tables reflecting statistical data for enrollments, expenditures, teachers, and administrative personnel for this ten-year period are provided in the annual report.

The Council addressed particular commendations to activities and accomplishments in the following areas for the past year: Regional Advisory Committees; Curriculum Development; Accreditation; Teacher Exchange; and Cooperation with Higher Education.

LOUISIANA

The State Advisory Council points out that the State Plan should be a document for determining and administering a system of implementation which should be extended to all aspects of the vocational programs within the state. This approach should incorporate enrollment, completions, placements, costs, teacher-student ratios and counselor-student ratios. According to the Council, objectives are lacking in some of these areas and such objectives should be made a formal part of the State Plan. The Council particularly stresses that the State Plan be a detailed comprehensive document which not only satisfies federal guidelines, but also serves as a more effective planning and control document for the initiation, expansion and retraction of particular programs or activities. Council comments on the 1974 Plan include:

> The planning process should focus on comprehensive evaluation and projection of programs.
>
> Data available to the Department of Education to use in state plan preparation frequently are not current, are inadequate or are incomplete.
>
> Educational goals or objectives are not adequately quantified to permit measurement or progress in achieving goals.

The Council made the following observations in assessing the extent to which student needs and employment opportunities are addressed in the state's vocational education programs:

> Distribution and marketing programs are lacking again in meeting projected needs.
>
> Health programs, sorely needed, should be given more important consideration.
>
> Office programs, along with agriculture are continuing to fill a greater share of the estimated job needs but less than half of the office program completers can be considered available as labor supply upon completion.
>
> There needs to be a comprehensive analysis of the local job market to ascertain more concise demand data.

The Council reports that the disadvantaged and handicapped are served at all levels. Criteria for identifying disadvantaged students are available to aid local school officials and vocational school directors. While there is substantial leeway in identifying disadvantaged students, in most cases applicability of more than one criteria is necessary for a student to be classified as disadvantaged. The Council stresses, however, that these criteria make no mention of delinquents nor are the inmates at the state prisons and juvenile institutions being classed as disadvantaged.

The 1974 State Plan indicates that a very small proportion of the students enrolled in vocational education are handicapped. On the secondary level, the largest proportion of these students are enrolled in the trades and industry programs. Noting the exceptionally high figure of $1,288 in federal, state and local funds being spent for instructional materials and supplies per handicapped student served, the Council emphasizes the need for establishing some control over the use of vocational money for handicapped students either in the Bureau of Vocational Education or the Division of Special Education. Guidelines which have been recently drawn up may reduce some of these problems.

Included among the Council's recommendations for fiscal year 1975 are:

> That the State Department of Education develop a continuing system providing determination of facilities utilization.
>
> That the state provide an adequate number of vocational guidance counselors at the elementary, secondary and postsecondary levels.
>
> That the State Department of Education provide for placement services and follow-up for all vocational technical schools.
>
> That state plans for vocational education be comprehensive, clear and concise and include all vocational-technical programs operating in the state, whether federally reimbursable or not and whether publicly or privately

financed. A plan should be the basis for evaluation accountability and control. Adequate staff at the Bureau of Vocational Education level must be provided to carry out this function.

MARYLAND

While recognizing that existing Federal requirement regarding the format of the State Plan are conducive to the widespread complaint that it is a "compliance" document rather than a management tool, the Council feels that the Division of Vocational-Technical Education should develop a planning document which is a sound management tool, incorporating necessary requirements necessary to satisfy Federal law. Along these lines, the Council identifies those areas which reflect the shortcomings of the State Plan as a management tool. Included among these areas are:

Employment Opportunities and Vocational Education Programs

Specific problems encountered in reviewing data involved in vocational planning, current and projected manpower demand and supply include:

large, unexplained annual variations in projected demand and current employment

variance between projected vocational education system output as reflected in Table I of the State Plan, and

a lack of information on the output of trained manpower from industry and union training programs and proprietary vocational needs.

Population and Vocational Program Needs and Availability of Vocational Programs

The only evident analysis of population needs and availability of vocational education is a statement that some 32,000 secondary students in general education programs will receive priority for the development of vocational programs. There are no further statements of priority among the population levels to be served and no reasonable means of determining the relationship between population needs, program availability, and manpower demand and proposed activities in Table 3 of the State Plan.

In evaluating the State Plan as an inadequate guide for the development and implementation of vocational programs, services and activities for Maryland's citizens, the Council attributes deficiencies to: inadequacies in the data base, lack of coherence, the absence of a demonstrated rational relationship between data on needs and proposed projects, failure to establish clear priorities, and a significant lack of accomplishment against stated objectives. Based on this assessment, the Council recommends:

The State Board for Vocational Education should commit whatever resources are required to insure the development of a State Plan for Vocational-Technical Education which is an accurate portrayal of objectives and priorities.

Other Council recommendations for fiscal year 1975 include:

The State Board of Vocational Education should give high priority to the development, implementation, and reporting of occupational programs at the adult level, and undertake efforts to increase the rate of enrollment growth in programs at the secondary level.

The State Board of Vocational Education should undertake a review of the formulae utilized to allocate Federal vocational funds to local education agencies to ensure that the allocations accurately reflect State Plan priorities.

MASSACHUSETTS

This year's annual report reflects a comprehensive overview of the status of vocational education within the state by focusing in detail on several broad areas.

The Council evaluated Alternative Delivery Systems in Occupational Education through a study of systems and programs in other states. This study resulted in significant findings, including the observation that program flexibility, related to substantial business/labor involvement in planning and low capital costs, correlated student interests, market demands (for jobs) and program offerings.

Evaluated as "Special Interest Areas" were issues concerning sex discrimination, urban occupational education, access to programs by minority groups, programs for the disadvantaged and handicapped, and the role of proprietary schools in the occupational delivery system. Based on its assessment of these areas, the Council recommended that:

> The Board of Education take affirmative action to provide female students with adequate access to occupational education across the state, by eliminating sex bias in occupational curricula and sex stereotyping.
>
> The Board of Education substantiates present facts and data about minority access to vocational education in Massachusetts by conducting a thorough assessment of the situation, including, but not limited to, analysis of enrollment data, geographical distribution of vocational schools and programs, and selection and recruitment procedures and practices.

Also included in this year's evaluation was a Council review of a selected number of exemplary, pilot and demonstration projects and programs throughout the state. From this review, the Council made the following recommendation:

> The Commissioner of Education gives a more critical review to new model and planning grants, using on-going evaluation of FY 75 programs as a basis of assessment, but giving priority to collaboration among schools and the community to deliver occupational education to students in response to their needs and interests; and
>
> That the Commissioner of Education ensure continued dissemination of information on exemplary and model programs to schools within Massachusetts, to encourage more extensive participation.

Through its survey of summer programs, the Council recommended the development of a separate program review section in the Division of Occupational Education to establish summer programs as a part of an extended year programming cycle aimed at maximizing the use of vocational education resource facilities.

Council concern with the inadequacies of the State Plan resulted in the recommendations that:

> The Board of Education continue to give priority attention to developing a comprehensive planning process.
>
> The Commissioner of Education encourage the Division of Occupational Education to use the process of regional planning meetings to obtain meaningful inputs in the planning process.

MINNESOTA

The Minnesota Advisory Council's 1974 Evaluation Statement focuses on the broad problematic area of needs assessment. The Council has recommended and continues to urge the adoption of a needs assessment approach to planning in vocational education.

Included in the Evaluation Statement are the responses of the State Board to the Council's continued dissatisfaction with the lack of needs assessments incorporated in the State Plan. While the State Board agrees that information in the State Plan is inadequate for an accurate judgment in regard to goals and priorities, or to communicating the accomplishments of vocational-technical education services, the Board has offered the following rationale: "It is our aspiration to provide the U.S. Office of Education with sufficient information to obtain their approval of the State Plan. It is not our intent to make it a document of great length, as it is not a document *for* planning, but one that accurately and succinctly summarizes the goals and objectives for the current year as well as projected over the coming five year."

The Council asserts its dissatisfaction with this rationalization, based on a citation of PL 90-576, Section 123(a)(4), which requires that the State Plan: "* * * describe the present projected vocational education needs of the State * * *" and "* * * set forth a program for vocational education objectives which affords satisfactory assurance to meeting the vocational education needs of the potential students in the State."

The Council acknowledges that violation of this aspect of the law is not unique to Minnesota, and attributes the lack of needs assessment in state plans across the country to a lack of enforcement on the part of the U.S. Office of Education.

The Council also accepts some of the fault in this area because it has submitted approval necessary for the acceptance of the State Plan each year despite its concern for a lack of needs assessment.

Recommendations submitted by the Council are presented over the two-year span, 1972–1974, reflecting the response of the State Board and inclusion into the following year's State Plan.

MISSISSIPPI

In its assessment of State goals and priorities, the Council analyzed and compared the circumstances as they existed in FY 1973, and concluded that vocational education presently relates most appropriately to other manpower developments in the state. Considered in this evaluation is the requirement of Cooperative Area Manpower Planning System (CAMPS) data as an integral part of the local plans for vocational education. The Council also observed that a greater emphasis is being placed on CAMPS as a result of improved communication and coordination between the division of vocational and technical education and the Governor's Office of Education and Training.

Manpower Development Training (MDT) as an integral part of vocational-technical education and adult training is evidenced by the actions of the 1973 state legislature which appropriated $2,000,000 to be utilized along with Federal monies in meeting the needs of the unemployed and underemployed. A struggle still exists, however, in operating sufficient programs with continuity due to problems of coordination between the division of vocational-technical education and CETA funds, which are controlled by other agencies.

Among the Council's recommendations for immediate consideration were:

That counseling and vocational orientation be utilized as an inherent element in establishing criteria for screening, selecting, and enrolling students in vocational programs;

That consideration be given to establishing a more formal liaison with business and industry in each community where comprehensive vocational offerings exist in order to obtain more positive feedback on employment availability, industrial trends, and follow-up on placement of students;

That consideration be given to providing counseling services to adult evening students;

That continuing efforts be maintained to articulate the vocational instruction between high school and junior college in those respective communities where both levels of instruction are offered;

That consideration be given to taking an in-depth look at the dropout rate in all programs where the percentage rate is high and attempt to identify the reason or reasons why.

MISSOURI

Labor market evaluations and projections were the subject of several observations this year by the State Advisory Council. Representing over half the growth in industry projections for Missouri were medical and health-related industries. In 1973, electric and electronic equipment industries created the largest number of new jobs. Of the major occupational categories, the largest projected number of job openings in 1980 will be for clerical workers.

The Council expressed concern over the lack of priorities established in the State Plan for the new fiscal year. It was suggested that a written planning document establishing goals and objectives should be completed prior to the next report. In evaluating the comprehensiveness of the State Plan, the Council noted that the number one inferred priority is at the secondary level.

The need for consideration of other programs, such as those which are going on under CETA and the old MDTA, when approval is made of new and expanding programs, was pointed out. The Council felt that insufficient attention was being paid to the existing resources in proprietary schools' facilities and programs. Legislation regulating the expansion and development of programs based on evaluation of existing resources was recommended and promoted by the Council in the past.

Concern with the priorities set for the Missouri Occupational Training Information System (MOTIS) was addressed in this year's report. Because no supervisor is directly in charge of MOTIS, demands upon the system are not adequately met. Difficulties in administering the system cause the resultant data to appear invalid, unreliable, and available at a point in time which makes it difficult to use for evaluation and planning.

The Council emphasized the following recommendations which were made in preceding years, but which have not been totally accomplished and continue to be incorporated in the work program for the coming year:

The State Board of Education and the Coordinating Board for Higher Education support mandatory licensure of proprietary schools.

No additional area vocational schools be designated until MOTIS becomes functional and the proposed state-wide study of vocational education is completed.

A new formula for the reimbursement of vocational programs, services, and activities be developed so that the non-uniform factors become more visible.

The State Department of Elementary and Secondary Education develop a data collection system to tabulate the number of programs, the number of teachers, and the student enrollment in the career education programs in the State.

The certification of all counselors in Missouri be based upon certain specified competencies rather than upon courses.

MONTANA

In its assessment of the state's goals and priorities, the Council found that the needs of many students were not being met due to a lack of programs available in some schools. An additional concern was that the timing in the printing and dissemination of the State Plan does not allow its distribution at the local level in sufficient time for incorporation into local planning.

The Council evaluated the availability of data for planning purposes as one of the most critical deficiencies in the State where efficient planning and management of the education resource is concerned. While progress is indicated in the preliminary results of the partial operational state student enrollment and follow-up system, projected manpower available from vocational education and all other sources is in need of further development for adequate educational planning purposes.

Job placement on the post-secondary level is satisfactory, according to former students from these schools. At the secondary level, however, job placement is conducted primarily by vocational education teachers in their contacts with local employers, and to some degree, through the cooperative programs involving the students in on-the-job experiences before leaving school. Most of the placement activities at the secondary level remain centered around placement of students in post-secondary educational institutions.

Among the recommendations included in this year's annual report are:

That the Board continue to develop a system accurately accounting for vocational education enrollments, allocation of funds, and student follow-up. This information is necessary for planning and evaluation purposes;

That extensive review be made of the present procedure for funding vocational education in Montana;

That the local schools address themselves to the placement of students in cooperation with those agencies available, especially the Montana Employment Service.

That the Board of Public Education consider the comments and suggestions of the report, "Guidance and Counseling, A Call for Change?" from the January, 1974 Public Meeting on Vocational Education.

NEBRASKA

The State Advisory Council Annual Report focuses to a great degree on the need for establishing guidelines for the implementation of career education as the umbrella concept for educational systems in the state. Having designated career education as State Priority Number 1, the Council has called for coordination of guidance and counseling, preparation of teachers, and supervisory activities. It was also recommended that career education should receive incentive funding from State and Federal levels to encourage implementation at the local level. Additionally, the Council emphasizes the need for broadening the scope of teacher education agencies in the state in order to provide career education concepts and competencies for all prospective teachers.

Noting the increase in enrollment, the Council urges that existing facilities in immediate areas be utilized most efficiently by vocational education planners.

This year's report also stresses the need for articulation within the levels of vocational education in order to avoid duplication of programs. Emphasizing the new perspective given to vocational education programming and planning by the CETA legislation, the Council makes the following recommendation:

> The State Board for Vocational Education and the Division of Vocational Education should move rapidly to assess the kinds of systematic vocational instruction required to meet the needs and specifications of the Comprehensive Employment and Training Act of 1973. There should be a maximum of communication between the State Board for Vocational Education and the three prime sponsors in Nebraska in order to articulate training programs to educational needs of people in CETA programs.

While enrollment gains have been significant in serving both the handicapped and disadvantaged, the Council notes that many schools are still without programs for these groups. The Council suggests that local schools need state-level leadership and assistance in identifying and meeting the needs of these students.

The need for involvement of the local citizenry through Local Vocational Education Advisory Committees is established by the Council. In order to encourage the effectiveness of these committees, the Council recommends that the State Board of Vocational Education:

> Develop a procedural handbook which could be used by local schools and teacher education agencies for managing and directing local vocational advisory committees;
>
> Over assistance in establishing and directing local advisory committee activity through visits by consultants from the Division of Vocational Education.

NEVADA

The Nevada Council for Manpower Training and Career Education had adopted in FY 1973 a systematic evaluation model for application, modification, and reapplication to its evaluations of the State's vocational education programs. This year's annual report reflects the first year of application of this model from which the Council attempted to derive certain baseline data. Incorporating this data, the following four objectives guided this year's evaluation:

> Determine the presence of desirable program features in the programs encountered.
>
> Estimate the influence of the State Department of Education, felt on the programs encountered.
>
> Check what effective action was taken on FY 1973 Council recommendations.
>
> Delineate areas for future study and action on the part of the Council as by-products of efforts to determine the first three.

According to the comprehensive study, the two weakest areas in the state's vocational education were provisions for the handicapped and follow-up services. While present programs were evaluated as poorly geared to accommodate the handicapped, the study reflected a great amount of honesty on the part of the schools in identifying problems and inadequacies in this area. In regard to the deficiencies in developing a follow-up system, the greatest hindrance was a lack of time. The report ascertains that a comprehensive follow-up system is necessary for future vocational planning, yet schools cannot assume the costs for administering such a system.

The study evaluated on a scale ranging from "Not at All" to "Very Effective" the following areas: Facilities, Equipment, Objectives, Program, Staff Development, Guidance, Provisions for the Disadvantaged, Provisions for the Handicapped, Student Placement, Follow-up, Exploratory Program, Awareness Program, Cooperative Education, Coordination with Other Educational Agencies, Over-all Financing Effort, Program Evaluation.

The following are recommendations which grew out of the 1974 Council evaluation:

> The State Department of Education (SDOE) should produce a plan of action for remedying recognized deficiencies in provisions for the vocational education of the handicapped.
>
> In cooperation with the Advisory Council, the SDOE should actively encourage the creation and functioning of local advisory councils to help make vocational education more relevant and more effective.
>
> The SDOE should expand its assistance to the local school districts to increase their effectiveness in establishing and maintaining programs for counseling, guiding, and following up on vocational education students.

NEW HAMPSHIRE

The Council has evaluated the goals and priorities of the State Plan as basically valid in terms of students' needs and employment opportunities. The Plan does not, however, relate to manpower programs.

Data on manpower needs, job opportunities, and employer needs is available through the Department of Employment Security. Data is also gathered from other sources, such as the Allied Health Planning Council, as well as from surveys conducted on the secondary level, both by the State Department and local education agencies.

Good coordination of training opportunities is identified at the postsecondary level. There is a need for further coordination between secondary and postsecondary. Articulation between the secondary and postsecondary systems also needs improvement.

The Council notes that most institutions offer no formal placement services, although a real effort is made at these institutions to arrange employment interviews with local and state employers. Placement Reports from Postsecondary institutions indicate a high percentage of graduates were placed or obtained jobs in their fields of study or in related fields.

In its Overview, the Council acknowledges that the following are among the areas in vocational education in the state which warrant critical review: Flexibility in programming, costs per student, graduate follow-ups, attrition rates, public relations, course offerings in relation to employer needs, placement, efficient use of facilities.

The Council decided that, since many of its past recommendations have not been achieved, it requests renewed consideration of previous recommendations. The Council also offers the following recommendation this year:

> That all vocational education in New Hampshire needs to be under a State Director of Vocational Education.

NEW JERSEY

The State Advisory Council 1974 Annual Report focuses on an investigation of the needs in four critical areas of vocational education. Recommendations are made in terms of long-range goals and short-range proposed actions.

In assessing the area of "Follow-up—the Need for Program Relevance," the Council supports a long-range coordination of efforts to develop an effective follow-up system to be applied in a uniform way in order to result in data useful to program management, design, implementation, and effectiveness. Included in the Council's recommendations for short-range actions are:

> Follow-up should be systematized and regularly scheduled on the school's calendar as an annual activity. Surveys of former students and employers should be administered simultaneously.
>
> The follow-up system survey instrument should deal primarily with questions directed at the program of instruction, and what needs to be known. Otherwise the ultimate purpose of the follow-up study, to influence curriculum selection and course design, cannot be accomplished.

The concern with guidance and counseling, "Facing the Identity Crisis," projects the need for the development of counselor training and career education systems so that counseling and career development programs are available to every elementary pupil in the State, and continue to remain available to students throughout life. Recommendations for implementing such a program include:

> Group guidance activities should be incorporated as an integral part of the schools' curriculum in all schools.
>
> The Federal Government, state and municipal governments should provide funds for research and development of guidance and counseling programs and services.
>
> The Vocational Division of the Department of Education should explore via a pilot program, ways of using persons with appropriate real-life experiences as vocational and occupational guidance personnel.

County Career Education Coordinating Councils were established in every county in New Jersey in order to coordinate an approach to the development of vocational education. The State Advisory Council has determined that, in order for these County Councils to establish a firm role in the coordination of career education at the county level, membership should be expanded to include representation of non-educational local interest groups, such as government officials, economic development organizations, manpower planning groups, business and industry. In addition, financial and personnel assistance should be provided to these councils to enable them to develop the research capability necessary to accomplish the major goal of developing a comprehensive county plan.

The impact of Career Education on teacher education is addressed as the fourth critical area in the 1974 report. A council study discovered that within state teacher education institutions are nonexistent or fragmented and divergent directions within graduate and undergraduate teacher education programs as the program relates to Career Education. The Council also conducted a survey designed to gather data ascertaining current supply of vocational technical teachers, status of current teacher education programs, and determining future needs and relevance of teacher education programs to assure an adequate supply of vocational-technical teachers. Data from the survey revealed:

> There exists no systematic data collection reporting system to provide the necessary information for adequate planning of vocational teacher education programs. Data for determining teacher needs in specific subject areas was difficult to develop because there appeared to be no set pattern in arriving at vocational teacher needs within local school districts.

NEW MEXICO

The New Mexico State Advisory Council directs criticism at the need for stress in serving vocational education students and their needs. This direction must be the guiding force behind educational priorities, rather than allowing students to be characterized as byproducts of the educational process. Recommendations have been developed to ensure that, as vocational education develops in New Mexico, students' needs will be better served. Among the categories under which these recommendations fall are:

Finance, Need for a Coordinated Effort

Little or no coordination presently exists among those agencies involved in financing, administering, and delivering vocational education in the state. This has impeded maximum utilization of existing resources. To improve this situation, the Council recommends:

> That steps be initiated to coordinate the vocational education efforts of the Office of Manpower Administration, Office of Public School Finance, and the State Division of Vocational Education;
>
> That, to achieve such a coordinated effort, a single liaison officer, under the Office of the Governor or appropriate legislative committee, be appointed to carry out the details of coordinating vocational training for the State.

Vocational Education, Need for Articulation

Little or no articulation exists between the levels of instruction in vocational education. Duplication of effort frequently exists between secondary and post-secondary training. The Council has established the important need for a comprehensive State curriculum structure to delineate the requirements of a vocational program at a given level of instruction. The Council offers the following recommendations to ensure that articulation is carried out at all levels of instruction:

> That a state curriculum structure be developed in order to minimize duplication among the various levels of instruction, and afford students a graduated advancement in technical training from one level to the next; and
>
> That a person, along with adequate supportive staff, be designated to initiate and articulate curriculum and provide technical support to the local educational agencies in order to implement it.

The Disadvantaged/Handicapped and Their Needs

The Council commends the provision in the 1968 Amendments for set-aside funds for these special groups. The Council emphasizes, however, the need to provide for some measure of accountability by the school to ensure that set-asides are used in accordance with the intent of Congress. It is from its commitment to a responsibility to provide training to students with special needs that the Council makes the following recommendations:

> That an effort be made to compile suitable data on the number of disadvantaged and handicapped that are being served through vocational education programs.

> That, in concert with the mandate of the Federal law under which funds for vocational education are made available to New Mexico, the State endeavor to establish some account of funds being utilized specifically to encourage the disadvantaged and handicapped to obtain suitable vocational training.

NEW YORK

The New York State Advisory Council continues to assess the occupational education program in the state as progressive and reflective of the needs of the people. The Council particularly commends the State Plan, and gives it overwhelming support and appreciation for the quality of the document. The Plan was developed with input from the Council's State Plan Committee. As a result, the committee recommended, and the Council accepted, priorities established for career education, urban education, adult education, and improvement in the quality of instruction. Efforts to improve instructional quality will focus on strengthening curriculum development, personnel development, guidance, and evaluation. Emphasis will be placed on serving special needs groups, such as the handicapped, within each of the priority areas.

In certifying the 1974 State Plan, however, the Council pointed out several areas of concern, which included:

> That there is a lack of disadvantaged enrollees in the technical programs conducted by two-year public colleges outside of New York City;
>
> That the activity designed to strengthen the total occupational guidance and counseling and decision-making process at two-year public colleges makes it possible for a college or colleges to obtain follow-up information on persons who leave occupational education programs before completion;
>
> That the comprehensive study concerning competencies needed to teach occupational education subjects will provide useful data about competency-based certification.

During the year, the Council contracted with the Center for Vocational and Technical Education of the Ohio State University to complete a study of the vocational educational resources and needs for the educable mentally retarded in New York State. The study focused on three sample areas within the state, and included the following conclusion:

> Although the survey found little in the way of successful programs for the educable retarded, three settings were identified as laudable. These were characterized as having realistic training programs in real work settings, active job placement programs, and hard-working, concerned staffs.
>
> The most important basic educational components needed for these handicapped youngsters were skills in daily living and in communication.
>
> Too often teachers were not prepared for teaching these handicapped children. Because curriculum material is not readily available, occupational educational teaching materials are most frequently prepared by teachers themselves.
>
> There is evidence of considerable friction between special educators and occupational educators at the state and local levels.

The Council conducted a Local Advisory Council Conference which attracted 197 participants from all areas of occupational education. Commissioners, State Education Department specialists, local occupational education directors, advisory committee chairmen, and members, school board and other organization representatives, and administrators listened, assessed, discussed, and recommended. As a result of workshop sessions which generated individual input and person-to-person exchange of ideas, practical recommendations and suggestions materialized. Included among these were:

Articulation.—Set a formal communication system between parties in the articulation situation, utilize a spokesman for each component, hold joint seminars, and use student help when evaluating.

Industry-Education Relations.—Use local council to contact persons who can advance industry-education relations, encourage both school and business leaders to meet career and training needs of local residents, involve student occupational education clubs.

Communications/Image.—Use occupational education counselors in lower grades, offer exploratory programs in the junior high, give parents a chance to provide input to local advisory council, publicize success of students, use news media for image building, ask State to produce film documentaries.

Included in the Council's recommendations for this year are:

Direct greater attention to, and develop appropriate occupational education services for, the handicapped.

Encourage the Occupational Education Annual Report to display, separately, data regarding occupational education for urban areas.

Develop a reporting system which accurately reflects the current status of adult occupational education needs.

Establish a communications link between local councils and with State Council.

NORTH CAROLINA

The North Carolina State Advisory Council applauds the State Vocational Board's goals and objectives as outlined in the State Plan, and believes the Plan will move vocational education in North Carolina in the right direction. The Council believes, however, that the planning process could be improved. While recognizing the extraordinary effort to collect and analyze manpower data and to use it in projecting enrollment needs in vocational programs, the Council is concerned about the validity and reliability of the data. Moreover, there appears to be an insufficient utilization of labor market data, due to the lack of a policy outlining how data from each source will be used. The Council is also concerned that data dealing with student needs and aspirations have been given less emphasis.

The Council is encouraged by the increasing coordination of vocational programs among various agencies. However, the Council believes that further coordination in the planning process is necessary and recommends that the State Board develop a planning process which will demand the active involvement of all agencies which are involved in vocational education, including CETA, the State Employment Service, Vocational Rehabilitation Agency, and private institutions, where they exist.

The Council is especially concerned that programs for the disadvantaged and handicapped be sufficient to meet the need, and recommends the establishment of a task force to critically examine programs available to these groups.

While job placement is accepted as an institutional responsibility at the postsecondary level, the Council believes that secondary schools should make greater effort in this area. The Council believes that improved articulation of secondary and postsecondary vocational programs and increased public understanding of the training capabilities of vocation programs are important to the development of improved secondary school job placement programs.

The Council also urges that State support for pre-service and in-service education of vocational teachers be carefully examined.

Among the Council's recommendations for the current year are:

That the State Board of Education require local boards of education to hold public hearings on local and multi-year plans before submitting them to the State Board;

That the State Board of Education develop an appropriate mechanism for assuring that exemplary projects grow out of research findings;

That efforts be continued to provide staff development for guidance personnel;

That the State Department of Public Instruction increase its efforts in maximizing availability and accessibility of programs to individual students.

NORTH DAKOTA

In evaluating the validity of goals and priorities of the State Plan in terms of student needs and employment opportunities, the Council has pointed out that employment opportunities within the State are not sufficient to meet the needs of all students completing their specialized vocational education. The Council notes that employment opportunities on a nationwide basis is an important planning factor, and has been incorporated into the 1974 State Plan.

Sources for data are not presently adequate in North Dakota. The Council emphasizes the need for all agencies, institutions, and other organizations involved in gathering data related to the identification of State manpower needs to coordinate their activities and develop a single delivery system that will result in a valid system of reporting statewide job opportunities on a continuous basis.

The Council notes that progress has been made in coordination and articulation between secondary and postsecondary programs. Workshops and conferences have been conducted to allow open communication between secondary and postsecondary teachers. At some postsecondary schools, committees are organized to plan and develop methods for achieving articulation between secondary and postsecondary programs.

While job placement of secondary school graduates varies from school to school, placement activities are primarily conducted by many instructors in each of the program areas in cooperation with the State Employment Security Bureau. Postsecondary placement services are more sophisticated and primary concern is given to the placement of program graduates.

Included in Council recommendations for 1975 are:

> That the State Board for Vocational Education continue its efforts in working with the State Employment Security Bureau to secure more valid data for planning and implementation of vocational education programs to meet North Dakota's needs;
>
> That the State Board of Vocational Education continue to promote the open-entry—open-exit concept for postsecondary and adult training programs to better meet and serve those who need training and retraining for job opportunities.
>
> That the State Board of Vocational Education encourage local school administrators and vocational teachers to work closely with business, industry, and advisory committees in upgrading program course content.

OHIO

The title of this year's annual report, "Hire Education," accurately reflects the Council's focus on the critical relationship between vocational education and employment.

The objectives adopted for fiscal year 1974 are reported in terms of progress made in enrollments and project statistics by enrollment for fiscal year 1979. Included in these objectives are:

Objective	Percent of all students in 1979	Enrollments	
		Fiscal year 1974	Fiscal year 1979
Career motivation (K to 6)	65.0	88,559	728,758
Career orientation (7 to 8)	65.0	32,069	213,749
Career exploration (9 to 10)	65.0	25,911	238,631
Occupational work adjustment for dropout-prone youth below 16 yr.	15.7	6,640	10,640
Preparatory job training program for all high school youth 16 yr. and above	46.8	114,411	178,861

In its evaluation of the implementation of last year's recommendations, the Council noted that policies were established which would permit vocational education centers to employ a job development and job placement specialist in place of one of the approved vocational guidance counselors. Such a specialist would have a background in personnel work in industry, business, or labor, rather than guidance. There has not been any interest evinced for the employment of such a person, and vocational centers hesitate to invest in job development and job placement programs.

Included in the Council's recommendations for this year are:

> The State Board of Education should continue its efforts to assure availability of a full range of vocational program opportunities for each interested eleventh and twelfth-grade student and adult in the State of Ohio, regardless of his/her residence.
>
> The State Board of Education should designate more funds for career development planning and implementation, and consider career development an integral part of the total curriculum for elementary and secondary schools, funded from the General Foundation Program.
>
> The State Board of Education should encourage the expansion of teacher education programs to include relevant information and skill development relating to career education.

OKLAHOMA

The Annual Report of the Oklahoma State Advisory Council included a "Special Report: Career Education and Industrial Arts," which addresses the need for increase in the numbers served by Industrial Arts programs throughout the State. The Special Report points out that:

"No special industrial arts courses presently are provided for the handicapped, so far as it is known, although some 4,050 students with some form of handicap are said to have been in regular industrial arts programs. No special training for teaching the handicapped is provided in industrial arts instructor certification. Some trainees for special education teaching do take some elective courses in industrial arts."

A special section of the Annual Report entitled, "Training the Handicapped," reviewed the programs available to the estimated 400,000 persons handicapped due to mental, visual, hearing, or obvious physical problems. Vocational funding to an amount of $40,000 per year was provided diagnostic centers for equipment to serve clients beginning at 14 years of age. Additionally, the State Department of Vocational-Technical Education has attempted to get enough youths of either the disadvantaged or trainable handicapped into more work/study programs, especially in Oklahoma City and Tulsa, where there seems to be the largest need.

A district survey of the Caddo-Kiowa Area School was made in an attempt to obtain more information on the percentage and type of handicapped in a sample population. The survey reviews the characteristics of the target populations identified as handicapped. The ratio of handicapped to population surveyed was: 14 to 55 age group—7.2 percent; 56 to 99 age group—14 percent; and 1 to 13 age group—3.5 percent.

In 1972 the Oklahoma State Legislature decreed that all college level and high school dropouts should be reported to the State Department of Vocational and Technical Education. A section of the Annual Report reviews the dropout problem and estimates that the rate of dropouts from the secondary system, statewide, approximates 20 percent of the total enrollment; the postsecondary system approximates 40 percent.

A follow-up survey of graduates of vocational-technical classes was conducted by sending questionnaires to a sample of graduates and teachers. In addition to asking students follow-up information, the questionnaire also asked evaluation questions about curriculum, facilities, instruction, and school services. Results indicated that most graduates rated the quality of skill training received as very good to excellent. Eighty-seven percent said they would take the same vocational programs again.

An overview of postsecondary statistics, graduates employed, and inmate training is provided in the Annual Report.

This year's Council Recommendations include:

> Teacher trainees in industrial arts and vocational education should have at least one course in special education, to work better with handicapped children of whom some 4,167 are being served presently.
>
> Terminology in vocational objectives language, such as "all secondary vocational and technical graduates should possess an employable skill" is too narrow. It should be broadened to encompass "and receive mandatory assistance in job placement at the end of grade twelve" if they enter the world of work at this point.

OREGON

The Oregon State Advisory Council chose for its 1974 Annual Report to evaluate selected samples of career and vocational education in-service programs in Oregon. The primary intent of the evaluation was to provide assistance, through the development of evaluation products and a set of procedures, which would support further review by the Advisory Council. It was also anticipated that a spin-off in terms of information about pre-service training programs might result.

While time and funding did not permit on-site inspection, a questionnaire was developed and mailed to all participants. The Advisory Council emphasizes that the study reviewed only a small portion of in-service programs, and that no generalization about the total career and vocational education thrusts within the State are intended.

The study revealed that no uniform format is employed in documenting all activities funded in the projects reviewed, but the Council recognizes that this lack of uniform documentation does not indicate poor projects. The Council recommends that a format be developed by the State Department of Education and reviewed by the Advisory Council, which would make it clear what documentation is required.

The study also revealed that the cadre approach to training produced an enthusiastic group of individuals who continue to dispense information on career education. The cadre approach also appears to have done a very effective job in promoting the concept of career education. The Council recommends that the use of the cadre training be continued, and that further follow-ups of the cadre and others they may have trained be conducted in order to document the longevity of the effect of the training.

PENNSYLVANIA

The Pennsylvania State Advisory Council conducted a series of statewide, regional hearings to answer the question, "Is vocational education fulfilling the needs of the citizens of Pennsylvania?" Testimony was presented by representatives of business, industry and labor, and by civic groups as well as parents, teachers, students, administrators, representatives of minority groups, and other interested individuals. Conclusions resulting from the testimony presented included:

A lack of communication and coordination between the State and the local levels sometimes results in the lack of information about available funds and how to obtain them.

Disadvantaged, handicapped, and special education students are often placed in special situations or programs instead of entering vocational-technical schools. Although in theory this provides the students with special attention for their specific needs, it often creates an artificial atmosphere which eliminates the competitive atmosphere of the normal work situation.

Although in some areas a degree of coordination with local organizations has been attained, with benefits for all involved, problems still exist between labor unions and vocational-technical schools.

Currently each institution attempts to formulate programs and services on the basis of its own interpretation of labor market and population needs.

The need for more vocational teacher and counselor education programs throughout the State, especially in the more rural areas, is severe, and programs must be increased if vocational education is to meet the citizens' needs in the future.

There is a need for a better system of communications throughout the State to ensure that Pennsylvania's vocational education institutions and agencies are kept abreast of the changing trends and innovations in the field.

During the fiscal year under review, the State Plan's goal toward increasing secondary program growth to serve the needs of greater numbers of students for the labor market area was accomplished through an increase of 96 gainful occupational training programs to serve an additional 18,314 secondary students. In-services on career education and home economics programs for the handicapped, plus workshops for teachers of special emphasis and continuing education programs were among the number of programs initiated to meet the needs of disadvantaged and handicapped students.

Advocacy statements based on this year's Goals formulated in the State Plan included:

Postsecondary pre-apprenticeship training related apprenticeship training, training for vocational education instructors, and pre-employment training should be provided if possible. This should be done under contract with the proprietary schools, where possible.

Each geographical area should be analyzed to determine the vocational education programs best suited to meet the needs of the area, especially where there is currently no vocational education instruction.

In an effort to better serve the handicapped and disadvantaged in vocational education, handicapped and disadvantaged people should be used as resource consultants for planning.

In order to build in the flexibility needed in vocational education, collect and utilize outside vocational education resources, thus providing administrators and school managers with the resources which they need to serve students better.

In order to evaluate some of the problems identified in the field of Counseling, the State Advisory Council enlisted the advice and opinions of counselors, representatives from various professional counselor organizations, and other professional groups, in order to examine curricula of colleges offering master's degrees in counseling. The report of that study and its resultant conclusions are included as a section of the Pennsylvania annual report.

A review of cosmetology training in Pennsylvania was conducted by the Advisory Council. Its purpose was to assess any differences between public and private school training, and to reveal any inefficiencies in the licensing process. Data was compiled on the attitudes of three groups involved in cosmetology training: (1) Public and private school faculty; (2) Recent cosmetology graduates; and (3) Beauty shop owners. Conclusions and recommendations based on analysis of data compiled from questionnaires are presented as a section of the annual report.

PUERTO RICO

The Puerto Rico Commonwealth Advisory Council on Vocational Education is encouraged by the new directions and approaches in vocational-technical education in the Commonwealth and recognizes the value of the 1974 study completed by the Commonwealth Board of Vocational Technical Education as a tool for further improvement. The Council is also pleased that many of its own recommendations are being implemented or considered by the Commonwealth Board.

The Council supports the goals and objectives of the 1973–74 Commonwealth Plan. It believes, however, that the planning process can be improved. Currently, the Commonwealth Plan is completed in the central office by an overburdened staff that has insufficient time to develop a truly comprehensive plan. Local participation in the planning process should be increased and the Council supports the recent legislation and administrative changes which will encourage decision-making at the local level. To facilitate evaluation and measurement of the Commonwealth Plan, the Council recommends that objectives be written in performance terms wherever possible.

Recognizing the importance of reliable manpower/employment information in planning for vocational education, the Council recommends the continued development of a computerized Management Information System. The Council believes the system should include information on job placement, new occupations appearing in Puerto Rico, changing employment requirements and in-Commonwealth out-Commonwealth migration. Currently, no such information is available. The Council also recommends that emphasis should be placed on a local and area basis for information gathering.

The Council supports the group coordinated efforts that are well underway between the Right to Employment Administration and members of the V.T.E. staff. It notes, however, that little formal coordination occurred during the past year between various agencies and departments regarding manpower training opportunities. The Council recommends that coordination with the Department of Commerce and the Economic Development Administration be maintained on a formal basis. The Council believes it is imperative that coordination under CETA programs be developed to insure that the vocational schools are properly utilized.

The Council is pleased that Puerto Rico has made great strides in increasing the enrollment in programs for the disadvantaged and the handicapped, and in increasing the amount of local monies expended for vocational education. The Council believes, however, that allocation of funds should be done on the basis of priorities and not on a pro-rata basis. The Council supports plans being made by the current Director of Administration to allocate funds on this basis. The Council also suggests that vocational education undergo economic analysis which requires the identification of costs and benefits, both monetary and non-monetary.

Among the Council's recommendations for the current year are:

Restudy the procedures for developing goals and objectives for the Commonwealth Plan for Vocational Education.

Coordinate the vocational and technical services provided by all pertinent government agencies.

Establish programs for teachers upgrading, including on-the-job training at plants, assigning credits for work experience, and reviewing training programs of institutions of higher education.

Accelerate the job analysis process to enlarge the number of curricula offered to reflect current technological changes in occupations.

RHODE ISLAND

The Rhode Island State Advisory Council chose to limit its 1974 Annual Report to an evaluation of state leadership as it relates to four major aspects of vocational education which are: the planning process, the collection and utilization of data, the coordination of training opportunities and the support and promotion of career education.

While encouraged by the commitment to vocational education of the new Commissioner of Education, and recognizing the competency of many of the staff of the State Department of Education, the State Advisory Council believes that the major problem facing vocational education in Rhode Island is the lack of coordination and cohesive leadership at the state level. Career and vocational education functions, duties and responsibilities continue to be widely distributed among several units and individuals in the State Department of Education. There is no single unit devoted exclusively to vocational education, nor is there any full-time staff person in a supervisory position responsible for coordination of vocational education. As a result, the Council believes that the planning, evaluation and improvement of vocational education suffers. The Council recommends that the State Department of Education establish a Division or Bureau of Career and Vocational Education to be responsible for planning, coordination with manpower training programs, the administration and monitoring of grants, technical assistance to and evaluation of all career and vocational education programs at all levels.

The lack of central coordination and leadership is reflected in the coordination between manpower programs and vocational education programs, and in the articulation with area vocational schools and postsecondary vocational education programs. At both the state and local levels, the coordination that exists is informal and infrequent. The Council believes that, for articulation of programs, a well-coordinated curriculum planning and development effort, lead by the State Department, is necessary. Such an effort should seek to balance the needs and interests of the state and local education agencies, and need not place the State Department in a dominant role. At the state level, the Council supports the discussion between the state's vocational training schools and the manpower planning programs to establish formal coordination and planning.

The Council fully supports the Management Information System which is currently operative throughout the state. However, the lack of compliance by certain school districts which are required to supply information, and the limited utilization of the system by the State Department of Education, are barriers to the efficacy of the system. The Council believes that a prerequisite to a fully functioning MIS is the reestablishment of effective Departmental management of career and vocational education duties. The Council also believes that it is essential to integrate the MIS with other manpower and economic development data systems in the State. Currently, no such integration exists. This isolation hampers effective coordination between vocational training programs. The Council recommends that the Governor's State Manpower Planning Office create an information system task force with the purpose of integrating the data collection and dissemination of the various concerned state agencies.

The Council believes that the lack of coordination between the State Plan, U.S. Office of Education forms and the State Annual Descriptive Plan makes it difficult to evaluate and determine accountability in the meeting of vocational education's needs in the State. Recognizing that the State Plan is currently seen as a compliance document rather than a planning document, the Council recommends that the State Department of Education locate all planning for career and vocational education in a central bureau or division responsible for vocational education.

The Council was pleased with the gains in career education made in Rhode Island during 1974. The elimination of the single staff position concerned full-time with vocational and career education at the State Department, however, has undermined whatever progress has been made. The Council supports the incorporation of the concept of career education into the educational approach of every school in every school system in the state. This is impossible without visible and effective state leadership. The Council recommends that the Division or Bureau of Career and Vocational and Career Education restore at least one full-time staff position concerned with providing information and assistance to local school systems.

AMERICAN SAMOA

The Advisory Council of American Samoa believes that the vocational goals and priorities stated in the 1974 State Plan were, in general, valid and appropriate, in terms of students' needs, but did not necessarily reflect employment opportunities and needs in American Samoa. The Council recognizes that this is due to the lack of adequate data on the labor supply and demand in American Samoa, and not due to negligence on behalf of the State vocational officials. The Council believes that the State Board staff makes a reasonable effort to collect and analyze existing data concerning manpower needs. The Council believes, however, that the development of an accurate data collection system is essential if State planning is to reflect both student and employment needs.

Although the Council is pleased by the close cooperation between the Tafuna Skill Center and the Community College of American Samoa, it believes that coordination among all the agencies providing vocational training opportunities in Samoa is necessary to develop comprehensive vocational training programs, and to avoid duplication. The Council is pleased by the growing spirit of willingness to cooperate shown by these agencies. It believes that the establishment of CETA will do much to foster this cooperation.

The Council believes that the vocational guidance and counseling services of American Samoa are in critical need of improvement, especially in the high schools. There is a critical shortage of appropriately trained personnel.

The Council recommends a campaign designed to upgrade the vocational knowledge and guidance competencies of counselors, and a certification procedure for counselors which would assure they are prepared in vocational education and counseling. The Council also urges the development of job placement and student follow-up programs at all vocational training institutions in American Samoa.

While noting the establishment of goals and objectives for the disadvantaged and the handicapped at the secondary and postsecondary levels, the Council is concerned that similar goals and objectives were not set for the elementary level. The Council believes that goals should be set for all levels, to assure adequate programing for the disadvantaged and the handicapped.

The Council recognizes that a major problem in adequate programing is the lack of funds, and recommends that a funding formula be established which would maximize the efficacy of vocational education programs.

Among the Council's recommendations for the year are:

The appointment of a full-time State Director of Vocational Education;

The State Board should establish a funding formula for the distribution of local and Federal funds to local schools for the operation of vocational educational programs.

The State Board should initiate action to significantly increase the involvement of schools in the placement process, to include either the addition of staff with the responsibility for placement, or the assignment of placement responsibility to teachers and counselors.

SOUTH CAROLINA

In this year's Annual Report, the State Advisory Council notes that the over-all increase in facilities and enrollments in vocational and technical education is the most noteworthy progress made in vocational and technical education during the 1974 year. Other successful projects noted by the Council were the development of a self-paced graphics curriculum and the development of sequential instructional materials in heating, air conditioning, and refrigeration. The latter projects benefited from Appalachian Regional Commission Funds.

The amount of Federal funds utilized for regular vocational education programs has increased during the last three years, and the amount of state funds has also increased. State funds have increased more dramatically than have the local funds. State funds now match Federal funds at a ratio of approximately three to one. It was noted that the funds for disadvantaged and handicapped include only Federal funds, and that no state funds are so designated.

Special concerns and priorities of the Council included the need for a closely-meshed, articulated program for advanced placement and transfer of students from the vocational programs to similar technical education programs. Activities conducted during the year to accomplish this type of total articulation included:

One full-time professional person has been assigned to work in the area of articulation and coordination with Vocational Education and Technical Education.

A survey was conducted which found that the admissions offices of all the Technical Education Centers are willing to grant advanced placement for students.

The Council has established the great need for increased utilization of the resources that are at hand. Progress is being made through the development of evening extension programs in various communities, pre-employment training for new industry, and other contractual arrangements allowing for increased use of existing resources and facilities.

The need for more career guidance is also pointed out. The State Board for Technical and Comprehensive Education, and the State Department of Education jointly worked to develop a guidance-oriented career program for students in grades 11 through 14. The primary objective of the joint career planning program was to aid students in the selection of a career and to identify the appropriate education required. Through an appropriation by the General Assembly of $147,000, over 36,000 high school juniors were offered, and completed, the career planning profile in 1973. The second cycle in 1974 involved 45,000 students, and was supported by an appropriation of $177,000. Evaluation of their total program will be completed during 1974–75.

Included among this year's Council recommendations are:

That the necessary facilities to meet the State Board of Education goal for vocational education continue to be developed and maintained as a high priority in the budget request;

That the use of local advisory committees and the effective use of such committees be specifically encouraged, and recommend the State Board initiate specific, observable action which will reflect this emphasis;

That the Office of Vocational Education urgently initiate a system to obtain data on the number and percent of students in each class who have completed a vocational program to a satisfactory level. These data are not now readily available.

SOUTH DAKOTA

The State Advisory Council's Annual Report consists of two volumes. Volume I presents an overview of the Council's findings and recommendations. Volume II presents a detailed analysis of the data discussed in Volume I. Explanations of methodology and research techniques employed in this year's evaluation are also discussed in Volume II.

The Council points out that during fiscal year 1974, programs administered by the Board of Vocational Education met less than fourteen percent of the labor market needs for skilled personnel. It is projected, however, that programs administered by the Board of Vocational Education will meet twenty-two percent of the projected needs in fiscal year 1975. The increase is primarily attributable to a thirty-three percent decrease in labor market demand.

As part of the Council's efforts to obtain maximum input from as many people as possible regarding needs, objectives, and priorities, fourteen public meetings were conducted throughout the state during September. The objective of the meetings was to provide a forum in the local community for citizens to express their concerns about education. Comments raised during these meetings were relayed either to the Division of Vocational Education (where they were within their authority to act upon them) or to local administrators. Issues and concerns raised during these meetings included:

That the State should spend more for training programs that would keep people in the State, rather than for ones which would train people for jobs in other states;

That the State should be training more vocational teachers;

The need for on-going programs on the Reservation as opposed to the Department of Labor's temporary training programs;

The need for better career counseling for girls was requested. It was felt that currently girls are being directed only to areas traditionally open to women, and areas where the pay is inadequate.

That agricultural programs are not being adequately promoted.

The need for expansion of vocational programs in the areas of forestry, veterinarian assistants, retailing, and health;

The need for more "in-the-field" training for vocational graduates to keep their skills up-to-date;

The need to continue structuring programs around industries' needs as opposed to traditional curricula.

Recommendations resulted from these open meetings as well as surveys and questionnaires designed to ascertain public attitudes and concerns, and the responses of employers to vocationally trained employees. Among these recommendations were included that the Board of Vocational Education take the following actions:

Adopt a policy and make the necessary regulations to require all postsecondary vocational programs to have an annual craft-committee review of the curriculum taught thereby.

Direct the Division to explore the means to satisfactorily remedy vocational education students' deficiencies in basic computational and communicative skills prior to their graduation.

Request sufficient monies from the South Dakota Legislature for the Fiscal Year 1977 budget to increase their staff and activities enough for the Division of Vocational Education to promote and initiate programs which will at least double the output of trained graduates by fiscal year 1979.

TENNESSEE

The Tennessee State Advisory Council is concerned that the State planning process for vocational education will produce a State Plan which is both informative and useful to State and local vocational educators, and not a mere compliance document. The Council urges that the State Plan be an organic instrument which assesses the needs of both students and employers, and provides a basis for evaluation and feedback. While the Council recognizes that absolute accuracy of data is an impossible goal, it believes more effort in data collection is necessary. More information on cost analysis and benefit analysis of various programs must be provided, so that priorities may be intelligently set and funds efficiently and effectively allocated. Identification and projection of disadvantaged and handicapped students must be more accurate. The needs of students must be balanced with the employment opportunities of local communities.

The Council urges that the State Plan should be infused with a structure and priority emphasis which provide incentives to influence local programming decisions. The present State Plan tends to follow local actions, rather than to influence them. The Council is greatly encouraged by the recent State-level efforts to coordinate planning of postsecondly vocational education programs. At the secondary level, however, the Council believes inadequate attempts at coordination have been made. Specifically, the Council believes it is essential that the output of other manpower training agencies, such as CETA, apprenticeship programs, and the military be considered in the development of the State Plan. The Advisory Council hopes to complete a study shortly on available technical training programs and the demand for such programs in the State. Hopefully, this study will facilitate the coordination of programs, thus reducing the duplication.

Though the Council agrees that great strides have been made during the past year toward the goal of assuring the State a unified guidance program to serve all the students, and the competency-based certification program for counselors holds great promise, the Council believes that much work is still to be done. Specifically, a better job placement and student follow-up program is needed. The Council supports the Comprehensive Vocational Education Act recently passed by the Tennessee Legislature, which provides for expansion of guidance personnel and guidance programs. The Council specifically recommends that one of the additional guidance counselors under this act be given the major responsibility for development of an effective placement and follow-up program.

Included in the Council's recommendations for 1974 are:

Make the annual preparation of the State Plan a catalyst for total planning;

Improve the coordination of postsecondary vocational-technical education through the establishment of local coordinating committees;

Improve the evaluation of vocational education programs by initiating an annual statewide self-evaluation study.

TEXAS

This year's Council evaluations and recommendations are based on the completion of 16 major studies, as well as the data accumulated from several other partially completed studies and projects. These studies have enabled the Council to draw upon a wide range of comprehensive information in assessing the status of vocational education within the State. Included among these studies are:

Summary of 1974 Community Conferences

Sixteen Community Conferences involving almost 3,000 citizens were conducted by the Council for purposes of informing citizens of studies, proposals, and opportunities in vocational education, as well as to establish citizen input regarding citizen and community needs. Commonalities between communities and mutual considerations and concerns included:

creating more effective ways of providing relevant educational programs, experiences, and services to meet the diverse needs and interests of all citizens;

establishing more effective communication links between the school, home, and community.

The needs of special groups were also addressed as a result of these community conferences. Some concerns expressed which related to the needs of the handicapped, disadvantaged, and women included:

Programs designed for the disadvantaged should embrace realistic goals as they relate to educational experiences and employment. If they can't come to the program, then the program should go to them.

There was almost universal concern expressed that jobs and preparation for jobs not be "sex-sterotyped."

An Analysis of Student Follow-up Data for Administrative Decision-Making

This student was based on a sampling of 778 students who completed high school between May, 1968 and May, 1973. The study was an attempt to establish a viable follow-up process for evaluating the products of public schools as a basis for modifying or redirecting educational programs to better serve the needs of students and the economy. Major findings from this study include:

Former students who had taken vocational courses were better satisfied with their jobs, and felt that the school did a good job in preparing them for their jobs.

Vocational students felt that the instructors had been more effective in preparing them for job experiences.

Vocational students felt that the quality for personal services was more effective when compared to non-vocational students.

Major recommendations resulting from this study include:

More attention be directed at the vocational counseling of high school students.

Counselors consider working closely with faculty in disseminating information about career and occupations.

An Employer's Look at Education: A Study

This study was conducted as a follow-up to the Texas Education Project Study (TEPS) which was completed in 1973 to assimilate the responses from 5,063 students who left Texas public high schools as graduates during the 1963–1964 and 1968–69 school year. The TEPS sought the views of former students regarding the education experiences they received. This study attempts to determine the views employers hold regarding the education, skills, and attitudes they desire for different types of entry-level jobs, and how they feel about the quality of young people they are getting from the public schools.

A pilot run of the study was published by the Council in May, 1974. Some interesting and significant findings of the pilot study included:

The greatest "deficiency" in young people coming out of high school "* * * is their lack of knowledge of the economics of day-to-day business operations." This lack of knowledge is reflected in a young person's attitude toward job loyalty, efficiency, and profit.

The vast majority of employers believe that students should be taught "* * * how to apply knowledge gained in a classroom or laboratory to real life situation."

Other studies conducted by the Council for this year's evaluations included:

State and Federal Laws Regulating Employment of Minors.

Review and Evaluation of the Supply/Demand Information System.

Evaluation of Coordinated Vocational Academic Education (CVAE).

State Apprenticeship and Training Advisory Committee Activities.

Occupational Education in Texas: An Ethnic Comparison.

Articulation Between Secondary and Postsecondary Occupational Education Programs.

Redirection of Vocational Agriculture and Vocational Homemaking Programs.

Council recommendations resulting from an assessment of information gathered from these studies included:

The employment of guidance and instructional personnel that share the cultural distinctions of ethnic minorities of the community;

That vocational offerings be made available, based upon the needs of the individual student, and not based upon the age and/or grade level of the student;

That action be taken to complete the development of a student follow-up system for local planning and management needs, as well as the needs of State planners and managers; that the development of the system be a coordinated effort, involving interested and involved groups from throughout the State.

The Annual Report also includes a complete, charted summary of the Advisory Council Recommendations from 1970 to 1974, with the responses by the State Board of Education and Staff.

UTAH

The Utah State Advisory Council praises the great growth in vocational education programs in Utah, and the State's continued commitment to excellent programming. The monies for vocational education at the State level have increased nearly fivefold in the last five years. The Council is pleased to note that the State provision which required State money earmarked for vocational education to be used to "help finance added instructional costs of vocational programs" has assured that State monies have supplemented, not supplanted, local monies in vocational education. The Council is concerned that this provision has been deleted from the 1974 Utah Vocational Education Act, but recognizes that the impact of its deletion cannot yet be judged.

The Council is also concerned that, at the postsecondary level, the Federal monies available for vocational education have not been properly utilized. The Federal funds are considered "dedicated credit" and they often replace local monies, rather than increasing them. The Council recommends that Federal monies not be available until after the budgets of these institutions have been determined. The Council also notes that secondary schools provide two dollars for every one dollar of supplemental money earmarked for vocational education. To make better use of Federal monies, the Council recommends that Federal funds be distributed on an 85–15 or 75–25 percent basis, with the larger percent going to secondary schools, and the smaller percent to postsecondary schools, rather than on the current 50–50 basis.

The Council believes that postsecondary institutions in Utah must develop more flexibility and better relate their course offerings with employment opportunities. While a one-to-one relationship is not expected, more effort in this area is needed. The recent development of local planning documents using current manpower needs as a basis for program approval, and the 1202 Commission Master Planning Committee recommendations address this problem, and the Council is hopeful it will be resolved.

The Council enthusiastically supports the Skill Centers located in Ogden and Salt Lake. The open-entry-open-exit concept practiced at these schools allows students who have dropped out of regular school programs to learn a vocational skill. The Council notes that the Skill Centers have been particularly successful in working with the disadvantaged. The placement rate at the Skill Centers is 80 percent. The problem of a revolving fund from which to pay operating expenses remains. The Council recommends that Federal monies be used to provide for interim financing of vocational programs at the Centers.

The 1973 State Plan did not give strong emphasis to helping students become successfully placed in jobs. There was no expansion of placement personnel at the secondary level during that school year. The Council is pleased that the

1974–1975 State Plan has a goal "* * * to provide vocational counseling and placement service to secondary students" and "* * * to expand the number of placement personnel and continue counseling in all secondary schools." The Council also applauds the use of State funds to support exemplary programs in job placement in a few selected school districts during fiscal year 1975.

The Council is also pleased to note that increasing numbers of school districts are taking steps to assure that high school students obtain a marketable skill by the time they leave high school, and encourages continued emphasis upon career development at the secondary level.

VERMONT

The Vermont Advisory Council for Vocational-Technical Education chose for its 1974 Annual Report to review previous recommendations relating to guidance and counseling programs in the State of Vermont. An intensive, eighteen-month study resulted in the following conclusions:

> Although the Advisory Council applauds the State Department of Education for recognizing the need for area vocational guidance coordinators, and for financially supporting these positions throughout the State, the Council found that there remains a need for a clear, concise policy relative to and descriptive of K–12 guidance services. Some activities, such as the Vermont Guidelines for Guidance Services, have provided progress in this area, but the Council believes that no clear advancement has taken place, despite similar Council recommendations in 1970 and 1971.
>
> The Council recommends that job placement and student follow-up programs be an integral part of school guidance programs. The State Department of Education support of a pilot job placement program and requirement that local districts file a follow-up report of vocational education programs are commended by the Advisory Council. However, the Advisory Council urges that the development of job placement and student follow-up programs be placed on a higher priority throughout the State.
>
> The Council encourages the coordination between Area Vocational Centers and Sending Schools, both as a means for comprehensive State planning of vocational programs, and for improving informal vocational guidance performed by Sending School teachers. Specifically, the Council recommends that all secondary schools be required to submit a vocational education plan and annual report, which would be analogous to those of Area Vocational Centers, and the development of in-service courses for non-vocational teachers, to acquaint them with the programs and services of Area Vocational Centers.
>
> The Council supports the development of career education programs in Vermont schools, but notes that in fiscal year 1974 almost all funding (98 percent) for such programs came from vocational education monies. The Council does not believe that career education should be developed at the expense of vocational education, and urges increased support from all levels and subject areas of State education programs.
>
> The study of previous recommendations revealed to the State Advisory Council that its recommendations have resulted in little action by the Vermont State Department of Education. Further, the method of reporting actions by the Department does not enable evaluation to determine if improved services resulted.
>
> Therefore, the Council suggests that Council recommendations be responded to by the State Board of Education, with explicit policy direction to the Department of Education, and that the Department of Education should indicate positive action in the State Plan, with results reported on in the State annual report.

VIRGINIA

In evaluating the State Plan, the State Advisory Council acknowledges the validity of mission and commends the ongoing goals. The Council suggests, however, that goal statements in the following areas of vocational education would strengthen the State Plan:

Public Information.
Establishment of Local Advisory Councils and Committees.
Procedures for Planning Programs of Vocational Education.

The Council assesses the goals as a reasonable reflection of student needs, yet a gap between State goals and the implementation of the goals in the classroom is attributed to the large number of students, especially in secondary schools, who would benefit from vocational courses but are not enrolled in them.

The Council feels that the Division of Vocational Education collects and analyzes all available data concerning manpower needs, job opportunities, and employer needs in the State. There are good working relationships between the Division of Vocational Education, the Virginia Employment Commission, the Division of State Planning and Community Affairs, the Division of Industrial Development, and other State agencies involved with manpower and training. The Council identifies only one data related problem—taking data, gathered from these diverse sources, and molding this data into an over-all picture of the State's manpower needs, job opportunities, and employer needs. A frequent lack of data compatibility often creates problems.

A special plan for the coordination of training opportunities, which became effective July 1, 1974, calls for the establishment of a State Coordinating Committee, to which local Coordinating Committees will report. This coordinating system will be involved in implementing coordination of Adult Basic, General, and Continuing Technical and Vocational Education without unnecessary duplication of courses and programs.

Assurance of job placement for graduates for secondary schools is a problem, since these schools do not have an organized placement service director assigned, or budgets allocated. Community colleges, however, do have well-organized placement services, and consider placement to be one of their major responsibilities. The Council urges all secondary schools and community colleges to provide strong placement services for its students.

Council recommendations are made with suggestions for implementation activities. Included among these recommendations are:

Professional Personnel Needs

The Council urges an increase in the supply of teachers, supervisors, administrators, counselors, and researchers in vocational education. Critical shortages of teachers exist in the fields of industrial arts, health occupation education, trades and industrial education, and agricultural education. Strategies for meeting vocational education teacher shortages are listed in an appendix of the report.

Utilization of Vocational Education Facilities

The Advisory Council has made the recommendation to the State Board of Education that the Division of Vocational Education build into its Vocational Education Management Information System (VEMIS) a component that would provide up-to-date information on the availability and utilization of vocational education facilities and equipment in the Vocational-Technical Centers and the comprehensive high schools. The same recommendation was directed to the State Board for Community Colleges.

Placement Services

The Advisory Council notes the success of pilot projects in this area, such as the Student Job Placement Service Project that the Division of Vocational Education is presently conducting in cooperation with nine local school systems under the Part D Section of the Vocational Education Act. The Council recommends to the State Board that the placement and follow-up services provided for in these pilot projects be extended to all secondary schools operating a vocational program.

Guidance and Counseling

The recommendations made in last year's Annual Report are repeated because of the Council's commitment to the improvement of vocational guidance and counseling in the State's public schools. These recommendations are:

> The officials responsible for guidance and counseling services at the local and State levels should embark on an immediate campaign designed to upgrade the vocational knowledge and guidance competencies of currently employed counselors, and
>
> Counselor certification should be revised to ensure that school counselors are appropriately prepared in vocational counseling.

WASHINGTON

The Washington State Advisory Council recognizes that great improvement has been made in the state planning process for vocational education and welcomes the careful consideration of Advisory Council recommendations by the State Coordinating Council in the development of the State Plan. However, the Council believes that priority should be given to the development of a truly comprehensive plan. To date, the planning efforts have been oriented to the federal requirements. The Advisory Council would like to see the development of a long-range Plan for vocational education that is produced without reference to the federal requirements and that is based upon needs assessment. The Advisory Council would also like to see the vocational training plans of Manpower-CETA included in the State Plan for vocational education and coordination between the State Coordinating Council and CETA in planning vocational programs. Currently, the Coordinating Council reviews manpower and CETA vocational programs for compliance with the State Plan and for unnecessary duplication only. Differing planning requirements and deadlines imposed by the several federal agencies involved, indicate that complete coordination cannot occur until these problems are resolved at the federal level.

The key problem in Washington remains an ineffective organizational structure to manage the state's vocational programs. The lack of adequate state coordination results in duplicate programs and services. As a result, at the state level, articulation and coordination among secondary, postsecondary and adult education agencies suffer. At the local level, though many excellent examples of coordination exist, there is no uniform articulation. The Advisory Council urges the Coordinating Council to seek full accountability of the Superintendent of Public Instruction and the State Board for Community College Education by the implementation of an audit and evaluation model. It further recommends that the Coordinating Council review programs for disadvantaged and handicapped persons to avoid unnecessary duplication and to assess their effectiveness.

Great strides have been made in the planning and development of a central management information system. However, the implementation of such a system is a long way off. The Council believes top priority should be given to the development and implementation of this system. The forecasting of employment opportunities and the utilization of such data in state planning has improved a great deal. The need still remains for improved student follow-up reporting and the installation of a uniform system which includes employer feedback. The major barrier to the implementation of such a system is the substantial cost involved.

Counseling and guidance models have been developed by the Coordinating Council and the implementation of program standards for counseling and placement should serve as a basis to evaluate career counseling and guidance. There has been no study of counseling effectiveness in Washington. The proposed standards may enable such analysis.

The Council notes that a three-day career education workshop and the Project WAVE [What About Vocational Education] seminars sponsored by the Coordinating Council in 1974 have done a great deal to stimulate interest in and provide direction to the state's career education effort. The Advisory Council is, however, disapopinted that no state education board has formally adopted either a definition or a policy statement on career education.

Among the Advisory Council recommendations for this year are:

That the Legislature create a State Board for Vocational Education as recommended by the Advisory Council in its fourth report.

That the Coordinating Council for Occupational Education place top priority on the development of a centralized management information system.

That the Coordinating Council for Occupational Education place high priority on the assessment of people needs.

WEST VIRGINIA

One of the Advisory Council's major criteria for measuring the effectiveness of vocational programs is job placement. It is encouraging, in this regard, that a growing number of educational institutions in the State are taking the responsibility for assuming the job placement of their graduates.

In assessing the effectiveness with which the people and their needs are being met, the Council notes the difficulty in getting adequate manpower needs data for planning purposes. Despite this difficulty, the Bureau of Vocational Technical, and Adult Education has developed an effective working relationship with the Department of Employment Security and the West Virginia Department of Commerce. An example of this productive inter-agency working relationship is the Area Vocational Program, designed to coordinate the training efforts necessary to provide skilled workers for new and expanding industries in the State.

The Council points out that the present Bureau budget cannot facilitate the numbers of students identified as disadvantaged or handicapped. The numbers of enrollees in special occupational programs and regular programs for the handicapped in no way approximate the over-all goal for the secondary handicapped students set forth in the 1974 State Plan. Possible enlistment of financial support through the West Virginia Legislature for funds to underwrite existing and expanding programs for these is being considered.

Council recommendations for this year include:

A Statewide Curriculum Center to serve as a resource facility for West Virginia and surrounding states; possible funding opportunities for such a center through the Appalachian Regional Commission was suggested.

A dramatic strengthening in the utilization of local advisory Councils to facilitate the community involvement necessary for sound vocational programs.

Vocational exploration for ninth and tenth-grade students which would provide [illegible] development of exploratory experiences for these students.

Development of a comprehensive in-service program utilizing appropriate State and local agencies to show local advisory council members and local industries how to better utilize their expanded cooperative education programs.

WISCONSIN

The Wisconsin State Advisory Council commends the State Board of Vocational-Technical and Adult Education on its administration of vocational education in the State. It takes particular note of the fact that the use of Federal funds has stimulated increased allocations of State and local monies for vocational education. The Council is concerned, however, that the lack of Congressional appropriations planning acts as a restraint on program growth. The Council continues to recommend that State categorical funding for vocational education be initiated to alleviate this problem. The Council is encouraged by the present State Superintendent of Public Instruction's call for such State aid.

The Council praises the State Board for its continued commitment to programs for the disadvantaged and handicapped students, and recognizes that Federal set-asides, which have been fully utilized, have stimulated efforts in this area. The Council is concerned, however, that a great program need exists that State set-asides for programs for the disadvantaged and handicapped of programs is the reluctance on the part of local education agencies to use the Federal set-asides because of their short-term nature. The Council believes that State set-asides for programs for the disadvantaged and handicapped would assist the catalytic effect of the Federal monies.

The Council is pleased that it has been incorporated into the State planning of vocational education, but is concerned that the State Plan has fallen into disrepute among some vocational educators. The Council continues to urge that the development of the State Plan be seen as a tool for evaluating and assessing the needs of vocational education programs, and not as a mere academic exercise resulting in a compliance document.

The Council believes that the development of an accurate information and data collection system is essential to effective State planning. It encourages the implementation of the Management Information System currently being designed, and is hopeful it will be in place soon. The Council notes that cooperation in planning and programming among the various State and local agencies in manpower training programs has been exemplary in the past, and expects such cooperation to continue under CETA

The concept of student placement has been high on the list of priorities of the Advisory Council, and the Council is encouraged by the State commitment to this concept. The Council also supports the State commitment to the development of a comprehensive out-reach program by the postsecondary vocational institutions and particularly praises the coordination and cooperation of a number of schools with prisons located within Wisconsin.

Among the Council's recommendations for the current year are:

Congress take the necessary action to ensure fiscal appropriations be made in time to encourage sound planning and wise expenditure;

Efforts be exerted in the development of a State planning process which ensures the widest possible contribution from educators on all levels, and that the State Plan is a viable management technique for program operation:

That all schools, both on the secondary and the postsecondary levels, take responsibility in cooperation with other agencies for job placement of students.

WYOMING

The State Advisory Council reports *Five Years of Progress* in this year's annual report, to reflect the continuous growth of vocational education in the State of Wyoming. Presently, 60 percent of Wyoming's high school students are enrolled in at least three occupational programs.

The Council particularly noted the need to provide programs for disadvantaged and handicapped students, and acknowledge the lack of alternative programs for these groups in many schools. While enforcement gains have been significant in serving the disadvantaged, there are still many schools without programs that meet the needs of the handicapped.

Because of the need for an occupational information retrieval system, the Council encourages the collection of individual information on all students enrolled in occupational education. Such a system should be incorporated into the State Department of Education Management Information Services Unit, which would provide up-to-date data about occupational education program enrollments.

Included in this year's recommendations were:

That during fiscal year 1975 the State Department of Education and the Office of Occupational Education continue to further develop, implement, and evaluate the Comprehensive Occupational Education Program design—

K–6: attitude development toward the world of work.

7–8: career orientation.

9–10: career exploration.

11–12: and community college career preparation and continuing education.

That the State Department of Education incorporate into the Management Information Services Unit the occupational information retrieval system;

That the State Board, through the State Department of Education, provide leadership and assistance to local schools in developing and implementing occupational education programs that meet the needs of disadvantaged and handicapped students;

That the State Department of Education encourage public schools and community colleges to accept responsibility in job placement follow-up studies and continuing education of students.

The Council reviewed the research and exemplary programs presently being conducted through Part C and Part D funds.

Mr. PUCINSKI. I believe the overview will fortify some of the positions which we have taken in our testimony, sole source agencies and the 5-year plan.

This is an evaluation prepared by the National Advisory Council on the State plans, and was submitted to us. You will find that one of the questions is that the States right now are all—or at least many of the States are looking for a better way of doing it, and there is a growing dialog.

We recommend that the 5-year plan in itself would put an emphasis on the sole State agency, but we still feel that the sole State agency is a better way of not only distributing, but accounting for how funds are being spent, and we have recommended——

Chairman PERKINS. I hate to interrupt the distinguished gentleman from Minnesota, but we are going to have to move along now. We have several others and we have another committee meeting.

Mr. Simon?

Mr. SIMON. Yes; my apologies to the witness, but I just want to acknowledge the presence of an old friend and distinguished former member of this committee, Congressman Pucinski. It is great to see you and hear you in the halls of Washington.

Mr. PUCINSKI. Thank you. I am glad you are on this committee. I have always said this is the best committee in Congress. If you will look at the record of social legislation in the United States in the last 15 years, you will find the most creative programs in social legislation come out of this committee under the chairmanship of your distinguished chairman, Mr. Perkins, so you are on a good committee. I am glad you selected this.

Mr. SIMON. I am proud to be here with my colleagues.

Chairman PERKINS. Any questions?

Mr. SIMON. I have no questions.

Chairman PERKINS. Mr. Pressler?

Mr. PRESSLER. Yes, Mr. Chairman, I would like to just take a minute of our very limited time to introduce some folks from South Dakota, Mr. John Reese—I would like to ask you people to stand—chairman of our advisory council of vocational education; Mr. J. D. Basey, executive director of the South Dakota Advisory Council on Vocational Education; Dr. Phyllis Dixon, a member; and Mrs. Lewis Moss, also a member. I would like to welcome them here.

If I may, Mr. Chairman, I would like to ask one brief question, unless we are out of time. Is it permissible to ask one question?

Chairman PERKINS. Go ahead.

Mr. PRESSLER. Point No. 4 of these recommendations, proposing recommendations for the proposed vocational education legislation, talks of the importance of the State plan.

Is there any checkup on the State plan? I mean there are State plans, but there is very little evaluation of them as far as I can find. There should be annual reports on progress. I wonder: Are we in Congress doing enough to evaluate the State plans?

The State can write any sort of a plan that sort of exists in a file. Are we using this State plan?

Mr. PUCINSKI. We, Congressman—I am starting on page 6 of our prepared statement, where we go into extensive detail on the importance of the State plan as a planning mechanism, and we urge that you write language into this bill which will make the State plan a planning mechanism rather than merely an annual budget accounting procedure.

We urge that you reemphasize this. There certainly should be a mandatory 5-year plan, an annual report by the State or progress status. You are actually right. The State plan can become a greater instrument.

This is why earlier I suggested that the language be strengthened to make it unmistakably clear that the State advisory council shall have greater supervision in looking over the State plans.

Under the existing law, the Office of Eduction cannot fund a State program unless the State advisory council signs off as they certify that program, but the State advisory councils have not been sufficiently involved in the day-to-day planning process.

We are urging in our statement that this be included in your legislation so that the planning process becomes more meaningful.

You will find from reading the exhibit that we have introduced on our oversight, many State plans are deficient, and we are hoping to correct that with our recommendations before this committee today.

Mr. PRESSLER. I have a couple more questions, but perhaps I will submit them to you for discussion later. One of them involves the common set of definitions that you touched on, but I would like to pursue that a bit further.

Chairman PERKINS. Thank you very much. Mr. Mottl? Any questions?

Mr. MOTTL. No questions.

Mr. JEFFORDS. Mr. Chairman, I have just one or two very brief questions. I am interested, of course, in your comments about the need for better coordination of planning at the local and State levels, especially in areas such as career education.

We have results from the Wilms study—and I am not exactly sure I agree with the results—which show a very poor relationship between the job training and job availability.

I wonder if you agree with that conclusion as far as the State vocational education programs not training people for jobs available? Do you tend to agree with that or not?

Mr. PUCINSKI. Not necessarily. There are some 46,000 students now attending journalism schools across the country. There are only 1,300 newspapers in America. The prospects are that a very large number of these young people going into journalism are reasonably slim, but still they are in those schools and nobody ever questions that aspect.

I think that on balance—and this is one reason why we are recommending that the 1968 amendments be given a chance to work—much progress is being made, in the last couple of years more so than earlier, within the framework of the 1968 amendments, indeed being more careful about training square pegs for square holes.

The GAO report was critical of that, and we have reacted to that and States have reacted. There is merit to what you are saying.

I think the important thing, though, is that the vocational community is more aware of that problem today than they were before. This is one reason why we have suggested in our prepared statement we make greater use of the U.S. Employment Service and that we do indeed write into this law requirements that vocational education must have a placement service.

Now, when we do that, when the school administrators are faced with the necessity that we suggest in this testimony of placing the students they train, you will then find that there will be a compelling reason for them to take another look at many of the existing curricula that may or may not be needed at this time.

I think that the overhaul of the system to make it more realistic will come when you do require the system to place the student after they have trained him.

As we said in our statement, of course, 8.5 million unemployed. This may not be the easiest thing today, but, as we work our way out of this present economic crisis and jobs become available, we ought to require vocational programs to place the student.

When you do that, you will find a builtin policing mechanism because, obviously, if they are training students they cannot place, sooner or later they are going to catch up with them.

So I think you are going to find that with the recommendations made in our testimony today we can go a long way toward correcting that deficiency.

Mr. JEFFORDS. Again, going along with that, you have recommended a crash program of $1 billion or $2 billion. Do you feel that, in view of some of these comments, that money would be well spent? Would we really be able to train people for jobs available under the present circumstances?

Mr. PUCINSKI. The greatest single tragedy in America today in the economic front is the extraordinarily high unemployment rate of young people in disadvantaged communities. That rate is running in excess of 40, 50, and in some places 60 percent.

It is particularly true with nonwhite students and young people. Where we have an unemployment rate of some 21 percent on the average among white youths, that unemployment rate goes up to 42 and 45 percent.

So we feel that with Vietnam now behind us, hopefully with our national resources being redirected, the first priority ought to go with dealing with that area of the country where the unemployment is the highest, not because necessarily jobs are lacking, because, if you look at the want ads of the Chicago Tribune, there are 40 pages. A couple of weeks ago, they had a special promotion. They had a special section on jobs, with the highest number of jobs in recent years.

Yet, underskilled workers are not able to fulfill the jobs——

Chairman PERKINS. I hate to interrupt at this point. Mr. Hall, do you have any questions?

Mr. HALL. No; I have no questions.

Chairman PERKINS. The next one is Mr. Goodling. Do you have any questions? He is not here now. Mr. Blouin?

Mr. BLOUIN. No questions.

Chairman PERKINS. Any other members here? Mr. Peyser?

Mr. PEYSER. No, Mr. Chairman, I do not have any questions, except that I want to join in welcoming my former chairman back to the committee, and I am delighted to see you here, Roman.

Mr. PUCINSKI. Mr. Chairman, if there is no objection, we would like to include in the record a "Review of GAO Report" prepared by the National Advisory Council.

Chairman PERKINS. Without objection, so ordered.

[The document referred to follows:]

REVIEW OF GAO REPORT ON VOCATIONAL EDUCATION, JANUARY 1975

In his December 31, 1974 report analyzing the use of federal funds for vocational education, the Comptroller General raises many important questions. In many respects the report expresses concerns the National and State Advisory Councils on Vocational Education have been enunciating over the last five years.

The criticisms directed at the vocational education system are grouped into five categories: the role of federal funds, planning, targeting of funds, utilization of resources, and the relation of training to employment. Under each topic a number of specific problems are discussed. Some problems, such as the lack of adequate real and the analysis, in many cases, is excellent. We would like to point out, however, that while we feel that major modifications are needed in some areas, there has been an increase in enrollment in a number of programs, and in federal and local dollars spent for vocational education since the 1968 Amendments. Our concern is that this not be overlooked and that modification and improvement proceed from a base of constructive criticism.

What is needed is a careful review of specific elements of the program—a review which, at the request of the National Advisory Council on Vocational Education (NACVE), the Congress is undertaking and of which this Comptroller General's report forms a part. Undoubtedly this review will call forth numerous recommendations for the strengthening of specific elements of the system. But care must be taken that efforts to improve one part of the system do not result in damage to other elements.

In addition, the difficulties to which the Comptroller General's report addresses itself must be seen within the context of real world constraints. The resources available, even if used with maximum efficiency, simply will not allow the accomplishment of all the objectives of the legislation. For example, the law calls for making vocational education accessible to all citizens in every part of every state As reported in the 1974 NACE survey of State Councils, at current funding rates that may not be possible until the year 2165. Thus, failure of the system to conform to the ideal envisioned in the 1968 Amendments should not be regulated as *prima facie* evidence of mismanagement, for while eliminating mismanagement and underutilization of resources will certaintly help, improved efficiency alone cannot compensate for the lack of adequate funding.

A major theme of the Comptroller General's report is the failure of some state and local program managers to target funds in accordance with the priorities stated or implied in the law, particularly for meeting the needs of the disadvantaged. In this context, two important factors must be considered: First, the Administration has chosen—and in the appropriations process Congress has generally acquiesced in this choice—to give as much discretion as possible to state and local administrators in handling federal vocational education funds. This approach leads to increased responsibility and creativity at the local level but at the same time dilutes concentration on federal priorities. Further, the local administrator faces competing demands. Where pressure is applied to show results in terms of student achievement and job placement, the most able rather than the neediest students are sought.

In the following pages we will set forth in more detail our analysis of the specific issues raised in the Comptroller General's report and our judgment as to how the problems it cites should be dealt with. In many cases we will be referring to past reports of the National and State Advisory Councils on Vocational Education, in which many of these issues were discussed.

I. THE ROLE OF FEDERAL FUNDS

A. Management

"Generally, OE has not adequately evaluated how federal funds have been used." OE does not know what the impact of federal vocational funding has actually been." (pp. 8, 18)

The *laissez faire* attitude of the Department of Health, Education, and Welfare (HEW) toward vocational education has been of continuing concern to the National Advisory Council. The number of Office of Education (OE) personnel assigned to vocational education has decreased from 71 in 1968 to only 31 in 1974. This has been the result of a deliberate policy to delegate decision making to the states. The philosophy of the Administration in this regard is evident in the President's budget proposals which, over the last few years, have called for the elimination of distinct vocational education programs (fiscal year 1971) and consolidation of programs (fiscal year 1975). Each of these budgets, which requested a decrease in vocational education personnel in OE, called for new legislation to replace the 1968 Amendments in the "revenue sharing" mode. Although no such legislation was passed, HEW has acted as if it had, and has cut the vocational education staff accordingly. Charged with overseeing the implementation of the 1968 Amendments, the National Advisory Council has protested

The Council agrees with the conclusions of the Comptroller General regarding HEW's failures in managing federal vocational education funds. One reason for these failures has been HEW's "regionalization" policy, which has moved its monitoring responsibilities from the central office to regional offices. The Council has protested such moves whenever they have been made. When it was announced that management of Part D (exemplary demonstration) funds whould be "regionalized" the Council filed a letter of protest which stated that this move was illegal under existing legislation. The move was made, nevertheless.

We sincerely hope that the report of the General Accounting Office (GAO) will alert the new Administration to the consequences of the policy pursued by HEW over the last four years and thus bring about a strengthening of the Bureau of Occupational and Adult Education. We would only add that we are pleased that the states have been able to do as much as they have in implementing the 1968 Amendments without benefit of the guidance of a strong federal office. The Education Amendments of 1974 prevents regionalization without Congressional approval.

B. Return on Investment

"Increased funding for vocational programs has not necessarily resulted in proportionately increased enrollments." (p. 17)

The Comptroller General's report raises a number of provocative questions concerning vocational education costs and expenditures. For example, the report points out that the increase in enrollments has not kept pace with the rise in federal expenditures. Unfortunately, no detailed analysis has been made of the reasons for this. We recommend that HEW undertake a research effort to find answers to the following questions:

1. How much has the cost of vocational education per student hour in different types of courses risen since 1964?
2. How does the cost rise in vocational education compare with the cost rise in other areas of education?
3. State by state, how have state appropriations for vocational education compared with federal appropriations?
4. What factors seem to account for the difference between those states that have continued to match annual federal increases and those states that have not?
5. State by state, how does the record of appropriations for vocational education compare with the record of appropriations for secondary education? For higher education?
6. What factors seem to account for the difference between states which have increased the vocational education appropriation at a greater rate than the general education appropriation and states in which the opposite is the case?

The Comptroller General's report has made a fine start at looking at the return on the investment of the federal dollar in vocational education, but much additional research is necessary before we can adequately evaluate the strengths and weaknesses of the current system in maximizing the impact of federal funds.

C. Students with Special Needs

"No state over a four-year period has supported efforts for the disadvantaged and handicapped to the same extent as its overall Part B program." (p.16)

In the National Council's summary of the State Advisory Council reports, the following statement appears: "Councils were concerned about the low percentage of the disadvantaged and handicapped being served by vocational education in their states. Problems ranging from lack of a valid system for identifying these target groups to lack of special programs to meet their needs were listed."

The NACVE summary of the 1973 State Council reports stated: "While recognizing that more disadvantaged and handicapped students were currently enrolled in vocational programs than at any time in the past, the Councils expressed concern about the still very small percentage of these students being served in terms of the numbers needing vocational education. Of all the problems, this seems to be the one on which least progress had been made in terms of need and potential."

This continuing problem is the focus of much of the criticism the Comptroller General levels at vocational education. The states and local education agencies are not matching the 15% set-asides for the disadvantaged and the 10% set-aside for the handicapped. In some states, they are not even spending the federal minimum.

The National Advisory Council publicized the need for more attention to be paid for the disadvantaged as far back as 1969 when its *Second Report* was published. This concern appeared again in the *Third Report* and led the Council to initiate and cosponsor a national conference on minorities and career education in 1973. Yet when we started soliciting viewpoints this year on changes needed in the 1968 Amendments, we were surprised at the lack of concern for programs for the disadvantaged. Much of the vocational education established actually believed that the set-asides were no longer necessary. Information we gathered in our hearings on vocational education in the urban centers told us otherwise, and in our testimony before the House General Subcommittee we argued for retention of the set-asides, at least at current levels.

Programs for the disadvantaged and handicapped is the one program area that best illustrates the tension between federal priorities and local concerns. Local school administrators facing a waiting list of students for regular programs and state agency personnel feeling the impact of political pressure from middle-class suburban residents simply see the need for vocational education programs differently from the drafters of the 1968 Amendments. In the absence of pressure from federal administrators to direct funds toward students with special needs, it is predictable that funds will be diverted into programs with more backing from locally powerful groups.

The failure to deal adequately with the problems of the disadvantaged and handicapped is also tied to the failure to require a thorough needs assessment for the development of State Plans (an issue which is discussed in Chapter 3 of the GAO report).

For the foreseeable future, it will be necessary to provide strict federal requirements for expenditures for the disadvantaged and handicapped if the needs of these people are to be met.

D. Catalystic Effect

"Federal assistance for vocational education has not fully achieved the catalytic effect envisioned by Congress." (p. 19)

The analysis presented in the first section of the Comptroller General's report is most useful for those of us concerned with improving vocational education, and the National Council is gratified to find attention being drawn to what we have considered to be serious weaknesses in the system. However, we have to disagree with the conclusion drawn by the authors in summing up this section that the federal contribution has failed to have a totally catalytic effect.

The report's conclusion is based in large part on the fact that the ratio of state and local dollars spent on vocational education to federal dollars has declined since 1970. Let us look at this more closely.

First, the law calls for matching of one state and local dollar to every federal dollar. The ratio in 1972 was 4.7 to 1. That hardly seems to indicate ineffectiveness. Second, the state of the economy has changed from 1970 to 1974. Increasing inflation has necessitated an increase in federal funding of programs if such programs are to survive. Now a state which matches federal funds at a rate of five to one must appropriate five additional dollars for every additional federal dollar in order to maintain the 5–1 ratio. Thus as the federal appropriation increases the ratio becomes more and more difficult to maintain. When this is combined with a downturn in the economy, it is reasonable to assume that a state's failure to keep up the ratio is due less to a declining interest in vocational education than to external economic factors.

The judgment that the 1968 Amendments have not had a catalytic effect seems to have been reached without sufficient regard for careful analysis of the factors involved. Moreover, this conclusion is contradicted by the testimony of State Advisory Councils throughout the nation—Councils which themselves have pointed out many of the problems and weaknesses discussed in the Comptroller General's report—that the 1968 Amendments *have* had significant impact on improving vocational education in their states.

For example, in a 1974 report the Kentucky Council stated with regard to PL 90–576:

"This legislation . . . has made a tremendous impact on vocational education in Kentucky. It has helped place vocational education in a new perspective which has led to a dynamic change in its overall purpose and direction. It has helped to stimulate greater public interest and support for vocational education and to bring additional vocational education facilities and programs to all sections of Kentucky.

"It has brought about an awareness on the part of the State's leadership which is required to direct program development toward meeting the needs of the people rather than guiding the people toward existing programs."

Thus, although we agree with the Comptroller General that the vocational education system needs much strengthening, we disagree with rating the 1968 Amendments a failure. We look back at the massive problems we faced in 1968 and are thankful for the progress that has been made as a result of the 1968 Amendments. Our gratitude, however, does not lessen our commitment to continue to improve the system as rapidly as possible.

II. PLANNING

A. State Plan

"Plans at state and local levels are prepared primarily to comply with federal requirements and are not used to provide direction to programs or to measure program impact." (p. 22)

The introduction to the 1974 NACVE survey of State Councils states:

"Ideally, the State Plan forces state officials to analyze needs, establish priorities and allocate scarce resources. But in some states the planning process has tended to bog down in formality. Concentration on meeting the literal requirements of the law results in failure to fulfill its spirit. The 'compliance documents' thus produced are submitted to the Office of Education, approved, and then shelved. They do not become effective tools for guiding performance."

The issue of the State Plans is one that has recurred on every survey of State Councils and at every joint meeting of the State and Councils. The State Plan is the core of Part B of the 1968 Amendments and all concerned have been seeking ways to improve it. The Comptroller General's report reflects this concern and in fact quotes the National and State Councils on this issue.

However, it should be noted that progress is being made on this score. For example, in the State of California the State Advisory Council made this recommendation concerning development of the State Plan in 1973:

"That the State Board of Education and Board of Governors of the community colleges complete their vocational education delivery system by establishing statewide priorities and goals and objectives, and that the system provide for continuous review, updating and evaluation which can serve as a model for district plans. Furthermore, the Council recommends that the state's priorities, goals and objectives be established by a tasks force made up of representatives from all levels of vocational education, various agencies serving it (both public and private), lay persons and students."

In early 1974 the California Council reported that this recommendation was in fact being implemented. Similarly, the Washington Council reported:

"We have encouraged the Board to look upon vocational education planning as an extremely *comprehensive* function embracing total analysis of need, establishment of priorities, and measurable objectives, plans to meet the needs, and finally, evaluation of the results. Planning should include all vocational education including manpower, and should embrace local, state and federal resources. Out of the comprehensive plan should be extracted federal reporting requirements. Our recommendations on planning have been carefully considered by our State Board staff, and planning has improved considerably."

Slowly but surely, progress is being made in assessing needs, setting priorities, and planning the use of resources. The process could be hastened considerably by effective monitoring by the Office of Education, the provision of technical assistance to states, and the granting of legal standing to State Advisory Councils to sue when the State Board violates the law.

B. Needs Assessment

"Needs of potential students and communities served by vocational education are not assessed on a systematic, ongoing basis." (p. 22)

The first step to writing a meaningful State Plan is an accurate needs assessment. Yet this is an expensive undertaking and one with which educational administrators are often unfamiliar. Furthermore, states have been constrained in conducting a thorough needs assessment by the Office of Education's practice of requiring that State Plans request only the amount of money OE expects to have available. When the Minnesota Council protested the lack of needs assessment to their State Board, this was the Board's reply:

"The law would imply that it is implicit that the state identify all possible vocational-technical education needs. However, to do so would expend considerable effort in identification without resources available to meet the needs.

Therefore, the actual policy has been to allow the states to conduct planning within a real estimate of available resources. Thus, the result is in fact an understatement of the need, but yet one that is practical and useable."

The Office of Education guidelines should be changed so as to require—as the law seems to do—that a thoroughgoing needs assessment be conducted in each state *before* expenditure priorities are set. So long as planning is allowed to proceed without such research, the needs of the less vocal or less powerful elements of the population will not be given adequate attention in State Plans.

C. Coordination

"It is critically important that coordinated planning take place to insure comprehensive provision of services and effective utilization of funds." (p. 25)

NACVE's review of the 1973 State Council reports states:

"Articulation of secondary school with post-secondary school vocational and technical programs is another problem which a number of Councils have found as continuing to be difficult of solution. While the problem is clear, and recommendations for resolving it are simply stated, implementation faces many barriers, particularly that of institutional autonomy—even in state supported institutions of higher education. While some progress can be reported, it is not yet of significant proportions except isolated situations.

"Coordination of vocational education programs with other community and [illegible] manpower development programs and activities remains a continuing problem, but the Councils report significant progress is being made."

"Coordination" is one of those key words which seems to recur in all discussions of how to improve vocational education. And like most key words, it evoke facile recommendations which in fact are very difficult to implement.

The Comptroller General's report reviews the problem of institutional isolation and tunnel vision, but gives no clue as to how to implement its recommendation that the Secretary of HEW "establish working partnerships among all institutions providing occupational training at all levels—secondary, post secondary, adult."

One need only look at the duplication among programs at the federal level to grasp the enormity of the problem. Almost every agency of the federal government runs some sort of training programs, and many of them overlap.

In 1973 the National Advisory Council proposed that a federal board be created with responsibility for managing all vocational education and manpower development programs in HEW and Labor. It did not get very far.

It is essential, of course, that reformers continue to hammer away at institutional rigidities which prevent cooperative efforts, and progress is being made. But calls for reform must be tempered with a realistic appraisal of the problems inherent in all such efforts, which may be seen by many organizations as an attempt to limit their autonomy.

D. Data

". . . information about vocational education is inadequate for the purpose of formulating public policy and ascertaining whether current programs are working effectively . . ." (p. 33)

To gather valid data nationwide on the effectiveness of vocational education programs would require an effort of the approximate magnitude of the decennial census. What is needed is not a national vocational education data collection effort, but a national computerized information system for all education.

In its *Fourth Report*, the National Advisory Council stated that "much better data than is now available must be obtained if planning is to be effective." Subsequently, the Appropriations Committees of Congress directed that funds be used to undertake Project Baseline, to gather the data needed for effective planning, and requested that the NACVE monitor this project. The project is now in its fourth year.

A number of states have developed state management information systems which could be used as starting points for the development of a national system. But the massive effort required to build the kind of system which would provide all the information necessary for educational planning will cost billions of dollars. That does not mean it is [illegible]sible. It does mean that it is not going to develop from a slice of the am[illegible]cational education appropriation of $600 million.

E. State Advisory Councils

"Advisory Council evaluations are limited." (p. 30)

The State Advisory Councils on Vocational Education have borne the brunt of the responsibility for prodding State Boards of Vocational Education to comply with the requirements of the law. They have done this on a shoestring budget. Although Public Law 90-576 provides for "minimum" funding of $50,000 per year for all Councils, in fact the appropriation for Councils has been insufficient to provide that minimum to the majority of Councils. The 32 smaller Councils received only $31,000 per year for the first three years of operation, and then rose only to $35,000 in 1974. Yet in spite of severe funding limitations and initial hostility from professional educators—a problem since largely overcome—the Councils have managed to be an effective voice for the needs of the people. Their main lament is that they have no statutory enforcement power.

The Comptroller General's report credits the Councils with reporting "many significant problems in vocational education" and in fact quotes their reports freely. There is a criticism—a quote from a Deputy Commissioner—that the reports lack sufficient rigor. The evaluation reports have been improving yearly as the Councils gained in experience and funding. Additional funding for fiscal year 1975 will make it possible for the reports to be even more extensive this year.

III. TARGETING FUNDS

". . . the VEA requires that states adhere to specific criteria in distributing part B funds to insure that the most pressing needs for vocational education will be addressed within respective states." (p. 37)

The analysis of the requirements of the law for targeting of funds contained in the Comptroller General's report is excellent. As the report points out, guidelines from the Office of Education to the states regarding these provisions has been inadequate. This is in line with the decision of the Administration discussed above to leave maximum discretion at the state level.

In the absence of guidelines and pressure from federal monitors to the contrary, it is not surprising that most states choose to disperse funds widely among LEAs instead of funding statewide priorities.

In the 1974 NACVE survey of State Councils, most stated that the four criteria for distribution of funds were in some way being addressed by their states. Yet there is a multiplicity of ways that the four criteria (job opportunities, need, relative ability to provide resources, relative costs) can be balanced to arrive at a funding allocation.

The relative priority which should be given to the four areas, and ways of analyzing and deciding among the competing demands of different types of communities for funds are topics which have not been discussed sufficiently in the past.

IV. UTILIZATION OF RESOURCES

". . . Maximum consideration must be given to the use of all available training resources in the community." (p. 47)

In July of 1972 the Secretary of HEW issued a ruling which eliminated a major source of equipment for vocational education schools. This ruling barred education grantees from obtaining government excess property. The National Advisory Council was in the forefront opposing this change. Nevertheless, the new rule went into effect as proposed.

Certainly more can be done. Resources of the military in particular have been underutilized. More and more states are beginning to contract with proprietary vocational education schools for services in special areas or for special populations, as suggested in the report. Yet some of the criticisms in the report seem a bit unrealistic. It takes the schools to task for not soliciting as much free equipment from industry as they could. Many vocational education schools do, of course, solicit free or low-cost resources from industry, and this should certainly be encouraged. However, it is not realistic to suppose that industry, particularly in a down economy, could be talked into donating a major share of the supplies and equipment needed by schools.

The suggestions in the Comptroller General's report for promoting the greater use of existing but dispersed facilities are excellent; however, as discussed above, cooperative arrangements are frequently much more difficult to achieve than to describe. Besides, rearrangement of existing resources simply cannot replace the need for substantial increases in funding.

Elsewhere the report discusses the failure of vocational education administrators to fully identify needs. One of the reasons given by some administrators for this failing is that they are so far from meeting recognized needs with existing resources that any hope of funding newly discovered funds would be futile. We reject this as an excuse for not doing a good needs assessment because, of course, under such a sytem the needs of the least powerful are conveniently ignored. Yet we must look at the implications of the argument.

If the intentions of the 1968 Amendments with respect to assessing needs is fulfilled—as it should be—the demand for resources will be increased, probably by several orders of magnitude. Discovery of further needs will require the best possible management techniques for maximum utilization of resources, but it will also require substantial increases in those resources.

V. RELATION OF TRAINING TO EMPLOYMENT

A. "Labor market needs have been neither fully nor realistically assessed." (p. 68)

The question "Is the planning process inhibited by lack of adequate data" was answered in the affirmative by 70% of the State Advisory Councils responding to a 1974 NACVE survey. The Councils were particularly concerned that the data, when it existed, was not obtainable in a useful format.

In 1972, the National Advisory Council sponsored a series of meetings of staff from HEW and Labor in an attempt to tackle this problem. Some progress has been made, by useable labor market projections remain unavailable to vocational education planners.

The provision of the VEA to provide $5 million for Labor Department data has never been implemented. NACVE, in its testimony before the oversight hearings, urged that this provision be strengthened and funded.

B. "Work experience often has not been an integral component of the vocational education curriculum." (p. 68)

Work experience is one extremely valuable technique for training students for employment. However, it is not a panacea.

Cooperative work-study programs have proved extremely successful all across the country. They are successful when they are carefully planned, supervised by a knowledgeable coordinator, and details have been successfully negotiated with employers and labor unions. They have succeeded in part because they have been small, enrolling only a fraction of vocational education students and have usually included only the most able students.

Employers are quite willing to cooperate in the training of students they expect to employ themselves. They are understandably more reluctant to provide help for the training of students for employment elsewhere. Their interest in these programs varies with the state of the economy and the tightness of the labor market.

There have been instances of students becoming victims of exploitation in poorly supervised programs. There have been misunderstandings with labor unions. There have been instances of discrimination.

It should be noted that in agricultural vocational education, in particular, work experience is indeed an integral component of the program. In counting the number of students involved in work-study programs, the figures should not be limited only to those under Part G and Part H programs. In 1972, only 28,660 students were reported as enrolled for Cooperative Work Experience, but on estimated 530,000 additional ones were engaged in entrepreneurship programs, including ownership-partnership farming and related businesses, individual enterprises, and pre-employment laboratory experiences. Agricultural vocational education has led the way in cooperative education and nearly all agriculture students are involved in some type of work-study program. In 1972, approximately 93 percent of all vocational agriculture students were engaged in work experience, and these students are followed up and provided supervision and on-the-job instruction by their respective teachers of vocational agriculture/agribusiness.

These problems are presented here not because we not not believe that cooperative work experience programs should be expanded. The Council has backed work experience consistently. However, whenever one idea is offered as an easy answer to a massive and complex problem—whether it be "war on poverty," "career education," or "work experience"—we have found it necessary to take a long, hard look at the pitfalls even when we think the basic idea is sound.

C. "Occupational guidance has not received adequate attention." (p. 68)

"Responsibility for job placement assistance has not been assumed routinely by schools."

The failings of the Nation's occupational guidance system was the topic of the National Advisory Council's *Sixth Report* in 1972. Since that time, much progress has been made, although the problem is far from solved.

In 1973, the Council undertook a study of job placement programs in schools. Although charged by Title X of the Education Amendments of 1972 with assuming responsibility for placement of students, most schools have not done so. The Council continues to participate in projects which assist schools in moving in this direction.

In the course of our investigations, it has become apparent that the problems of guidance, placement, and relevance of courses to the labor market are all related.

Were a school to have a comprehensive placement system, including evaluation and follow-up, the information gained from the placement experience could be fed back into the instructional planning process. This system could provide not only current, locally relevant data on types of jobs available, but also information on ways to improve instructional programs within job areas.

We recommend that HEW and the Congress pursue the possibilities of encouraging schools to build such comprehensive placement programs.

D. "Student enrollments have not been aligned with employment opportunities." (p. 69)

There are a number of minor problems in the data on employment of vocational education graduates which cause the placement rates to look worse than they really are. In agriculture, for example, many students take jobs in agri-business which utilize their training but which are not classified as "agriculture" jobs. Therefore, the statistics mistakenly show these graduates as not being employed in the area of their training.

Prior to the Act of 1963, all secondary programs were focused primarily on production agriculture. By 1972, training for over 100 related agricultural occupations in agri-business had been identified, and approximately 43 percent of agriculture students were enrolled in programs which were not recognized or offered prior to 1963. With respect to agriculture programs, it should also be noted that the chart on page 99 of the GAO Report appears to be inconsistent with USOE statistics. The chart shows that 108,000 students completed secondary agriculture programs, and shows a low figure of 18 percent of completions as percent of enrollment in secondary programs. USOE figures show this completion figure to be 114,792. Apparently 6,8000 students in another column of USOE reports were overlooked, or excluded, in the GAO Report. Also, the GAO Report computes the percentage of completion against the total enrollment of a four-year course. It is estimated that the total vocational agriculture enrollment is comprised of 170,000 freshmen (9th graders), 152,000 sophomores, 130,000 juniors, and 118,000 seniors. If the 114,792 completing programs were computed on the basis of the estimated 118,000 seniors enrolled, the percentage of completion would be 97 percent. In 1968, an estimated 140,000 freshmen entered vocational agriculture. If the 114,792 who completed in 1972 were computed on the basis of the number who enrolled four years earlier (1968), the percentage of completion would be 82 percent. In either case, it would be much higher than the 18 percent stated in the GAO chart.

However, the larger problem of the lag of vocational education courses in adjusting to changes in the labor market remains. This is a real issue and one that reflects the problems of the planning process as a whole. There is a need for strong federal leadership in helping states adjust their planning procedures to more accurately reflect changes in the labor market.

In the process of making this necessary adjustment, other considerations should not be lost. Job placement is not the only objective of vocational training programs. Many teachers consider their vocational education courses successful if they catch the interest of students who otherwise would leave school—even if those students do not seek employment strictly in the area of the training. Students have found vocational education courses provide the motivation for strengthening their basic reading and math skills. Some courses eligible for vocational education funds, particularly industrial arts and home economics, are not intended to be job training course, per se.

Although it is true that the 1968 Amendments urge state planners to adjust their vocational courses to realistic employment opportunities, they also allow for other objectives for vocational education. This larger vision should not be lost in our enthusiasm for more efficiently pursuing the strictly job training aspect of educational programs.

Chairman PERKINS. Mr. Quie, as I understand, has another question.

Mr. QUIE. Let me ask you about the matching requirements, point No. 15. This requires State matching for the disadvantaged and the handicapped.

Now, would you concur that we ought to have State matching in other programs?

Mr. PUCINSKI. We are suggesting that this program be retained, but that States do match it, because in some communities, as you know—and the reason that we put the 15 percent set-aside, specific set-aside, is because our testimony in 1968 showed that many communities weren't spending any money at all in the disadvantaged communities.

Mr. QUIE. I was asking, do you think we ought to have State matching on any program?

Mr. PUCINSKI. Yes; I believe we ought to have State matching and we said this earlier, where, for instance, we want State matching on most of these programs where they exceed the 30 percent on maintenance of effort. We suggest they have to justify it.

Mr. QUIE. Could you define your use of the term "maintenance of effort"—no more than 30 percent of the funds used for maintenance of effort? Usually when we talk about maintenance of effort, that is the maintenance of a separate facility.

Mr. PUCINSKI. What we are finding—and I think you will find it earlier in the body of our testimony—is that some States are maintaining the Federal funding of the programs and they ought to be maintaining the State programs with State funds.

As a result, the innovation anticipated in Federal legislation is not there. They are not moving forward. We were hopeful that the Federal money was going to help modernize and help meet the needs of vocational education in respect to States, but, if all they are going to do is replace their own effort with Federal funds, then we have defeated the purpose.

Our argument is that, if you are going to use Federal funds for maintenance of effort, you have to justify if it goes over 30 percent. We are not saying you cannot do it, but, if you do do it, as the chairman has raised the question as to whether or not this would threaten some good ongoing programs, to the extent that it may, we are not saying you can't do it, but, where you do use Federal money to maintain programs that should be funded by State effort, you have got to justify it.

Mr. QUIE. Would I be correct in understanding that they should use at least 70 percent of money for these programs?

Mr. PUCINSKI. That is correct.

Mr. QUIE. Item No. 6 on that page says State evaluation must take place at the Federal level through the State boards and State advisory councils on vocational education. You left the National Advisory Councils out. Why is that?

Mr. PUCINSKI. We are evaluating. I introduced an exhibit, our most recent evaluation of the 1974 reports, although I might say—and perhaps Mr. Thiele may want to point this out.

Mr. Thiele, as new chairman, has indicated that he wants to put an even greater emphasis on evaluation of the State plan.

Mr. QUIE. Let me ask one last question. Mr. Evans, you indicate that Federal funding would provide larger funding in the early days. I would like to find out what is most effective. On page 3, you talk about EPDA money declining gradually after 5 or 6 years.

Because of what seems to be an apparent inconsistency, I think I must have missed what you were driving at.

Dr. EVANS. What I am driving at is that we are attempting to put the bulk of our funding now, since the funds have been decreased, into short-term programs which are designed to increase understanding of what is going on.

Overall, as we go into a new program—let us take, for example, the training of vocational teachers for handicapped, about which we have done very little. We need to put a considerable effort into making vocational educators aware of the problem. This can be done relatively cheaply.

As you move then into more and more of these vocational educators becoming really aware of the problem and ready to learn how to do something about it, you need to get higher levels of funds.

Now, what I am suggesting is that, as we attack each of these new problems, that we spend the bulk of the money in relatively short-term programs which will be replaced by longer term programs, but, as we start the longer term programs, those ought to be in turn phased out.

The example I gave of this 5-year phaseout would then release education professional development funds for attack still on different problems.

I think the difficulty that you point out is occasioned because I am talking in the overall funding and also about the phaseout of specific parts of the program as we go along.

So when you refer on page 5 to the national moneys available and on page 3 you are talking about putting the kinds into a particular university——

Dr. EVANS. The particular States attacking that particular problem.

Mr. QUIE. Thank you.

Mr. PUCINSKI. Mr. Chairman, would it be permissible to introduce at this hearing today Mr. Calvin Dellefield, the executive director of the National Advisory Council? He has done an outstanding job in the time he has been with the council, and he has certainly helped to prepare much of this testimony.

Mr. Dellefield is here, as well as Georg Wallrodt, the counsel for our subcommittee. Also, Mr. Chairman, the staff has prepared a "Comparison of the Vocational Education Amendments of 1968," as submitted by the various bills that are now pending before your committee.

I believe this is an excellent analysis, and I would like to leave additional copies with the committee for your use.

Chairman PERKINS. Let me compliment you again, Mr. Pucinski. You have brought such a wonderful group of people in here, members of the advisory council throughout the country.

You people have done so much. It has been a very worthwhile hearing and we certainly want to have, as we go to put this bill together, representatives from this group to be around again.

Mr. PUCINSKI. Mr. Chairman, the council is at your disposal. It is an instrument of Congress. It was created to advise you and help you, and the council stands willing to help you in any manner or form.

Chairman PERKINS. Let me thank all of you on this occasion. The hearing will now recess.

[Whereupon, at 10:40 a.m., the hearing was recessed.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, MAY 1, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND
VOCATIONAL EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Ronald Mottl, presiding.

Members present: Representatives Perkins, Lehman, Blouin, Mottl and Quie.

Staff members present: John Jennings, majority counsel; and Charles Radcliffe, minority counsel.

Mr. MOTTL. The Subcommittee on Elementary, Secondary, and Vocational Education will now come to order. Chairman Perkins is a few minutes delayed, so we are going to open the subcommittee hearing this morning, and we are very honored to have Dr. Paul Briggs, superintendent of schools for Cleveland, Ohio.

Our distinguished colleague, Lou Stokes would like to introduce Dr. Briggs this morning.

Mr. STOKES. Thank you, Mr. Chairman, and members of the committee. I deem it quite an honor to have the privilege of coming back this morning before this committee. I had the privilege of serving on this committee a few terms back, and I come back with some very cherished memories of my service on this great committee of the U.S. Congress.

It is always a pleasure to appear here, and have the opportunity, not to introduce Dr. Briggs to this committee, but to present Dr. Briggs. Dr. Briggs needs no introduction to this committee, because over the years, and at the time that I served on this great committee, Dr. Briggs was one of the Nation's experts in the field of education. We called upon him when we needed his expertise in the type of legislation we were trying to pass.

So, I deem it a pleasure to once again appear before this committee and present to you my school superintendent. The chairman this morning, Mr. Mottl, knows this gentleman who has served the city of Cleveland and part of the suburbs.

I am sure that you receive him in the same way I do, as being our school superintendent, and we are very proud of his accomplishments in the field of education. I take very great pleasure at this time to introduce to you one of America's most outstanding administrators, Dr. Paul Briggs.

Mr. Mottl. Thank you.

Our distinguished colleague from Cleveland, Lou Stokes, put it very aptly in his excellent introduction of Dr. Briggs. I would like to echo those sentiments, and add that Dr. Briggs served his apprenticeship in my district prior to going to Cleveland, we were just overwhelmed when he served in that job, and the job that he did for us.

We all know that Dr. Briggs is the dean of the big city school districts, and has done an outstanding job. All of the various school districts, the large city school districts would like to emulate the fine school system that we now have in the city of Cleveland.

Without further ado, we would like to present the great and distinguished Dr. Paul Briggs.

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

Dr. Briggs. Thank you, Representative Mottl. It is a pleasure to be here, and to be introduced by Lou Stokes who has served with such distinction the city of Cleveland. He has at heart the interest of the young people of our city, and his office door is always open and very productive as far as our relationship with it.

We know, Mr. Mottl, of the great affection he has for the city of Cleveland. It is a great pleasure to have Lou Stokes come here and introduce me this morning. I remember how he served on this committee for many years.

Of course, Mr. Mottl, you and I have had many years of association, more than you would want me to admit to this committee, because you were a consumer back in the suburbs of Cleveland when I was a very young man, superintendent of schools. It is nice to be working with you here in Washington, as it was nice working with you when you were a State senator in Ohio.

Mr. Quie, who keeps furnishing us with very, very important information, we are very pleased to be on his mailing list, because we gather the kind of input that is very, very important. His leadership, also, is widely recognized by the educators of this country.

I am pleased to be here this morning to report just briefly on this matter of vocational education. You have a copy of my report, so I think, in the interest of informality and time, I will take a lot of liberties and deviate from the report.

Mr. Mottl. Dr. Briggs, without objection, the report will be submitted as part of the record.

[Prepared statement of Dr. Paul W. Briggs follows:]

Prepared Statement of Paul W. Briggs, Superintendent of Schools, Cleveland, Ohio

Chairman Carl D. Perkins and members of the Subcommittee on Elementary, Secondary, and Vocational Education, I welcome this opportunity to appear before this committee to speak briefly about the needs, the programs, and the progress of vocational education in the Cleveland Public Schools. I am especially appreciative of the efforts that the members of Congress have consistently made to improve the quality of education in our urban centers.

At no time in the history of this nation has it been more essential that we have a large and adaptable program of vocational preparation.

The situation is particularly acute in the urban centers of America in which there are concentrated millions of young Americans unemployed and largely unemployable.

In the area of vocational education, the urban centers, stricken as they are by massive unemployment and despair, feel the urgency of developing new dimensions in vocational education opportunities. The schools of our big cities must prepare youth not only for the jobs presently available, but also for the rapidly changing labor demands resulting from technological advances.

The effective high school in the major city is one whose program equips its graduates for two alternative routes—one to continuing study and training, and the other to immediate employment. Students, upon completion of high school, must leave with the confidence that they can choose immediate employment with no loss of dignity.

As graduates of our high school enter the job market, they must be equipped with proficiency in basic industrial skills which will allow them not only to fill today's jobs, but to adjust to the jobs of tomorrow.

The total number of Cleveland high school pupils enrolled in eleventh and twelfth grade vocational programs has increased from seven (7) percent in 1964 to 58 percent during this year.

In serving the vocational education needs and interests of our students, we must recognize the continuum from the pupil with limited ability and low motivation to the pupil with exceptional ability and high motivation.

For approximately 29 percent of our vocational high school enrollment, Cleveland provides two of the nation's finest vocational high schools—Max S. Hayes and Jane Addams. Students are accepted in these high schools by application only. There are virtually no dropouts and all the graduates are placed on jobs, often several months before graduation.

Max S. Hayes has a wide range of programs, including Patternmaking, Architectural Drawing, Building and Construction Trades, Service and Hand Trades, and a Technician Training Program for mechanical, electronic, horticultural, retail management, chemical, and industrial technology.

Jane Addams has a range of programs which includes Cosmetology and Power Sewing. Post high school programs at Jane Addams include the Dental Technician Program and the Licensed Practical Nursing Program. Since 1969, the Dental Technician Program, with an average of 50 percent minority enrollment, has a success rate of 94 percent of the pupils receiving certification; the Licensed Practical Nursing Program has a success rate of 95 percent of the pupils receiving licenses.

Cleveland has a new Aviation High School to prepare students in all aviation areas, from ground transportation to tower control.

Cleveland also has a ship, U.S.S. Woodbine, which prepares students for the maritime services which include diesel engine, deck operation, and steward training.

The majority of high school students have vocational education needs and interests which can best be met in our comprehensive high schools.

Vocational programs are designed to meet the needs of our pupils. These needs reflect the socio-economic and ethnic characteristics of the Cleveland community.

Cleveland is the largest city in Ohio. The school district is the largest in the state, enrolling seven (7) percent of all Ohio school children. However, our district has nearly one-fourth of the children from welfare families in the state.

In 1965, 11 percent of Cleveland school children were recipients of public assistance. This year the percent more than tripled to 34 percent, and we now have over 57,000 school-age children in Cleveland who are members of families receiving public assistance.

Fifty-seven (57) percent of our students are black. Of the remaining students, less than one percent are American Indian, less than one percent are Oriental, approximately three percent are Spanish-surnamed, and 39 percent are designated as "All Others," using categories prescribed by HEW.

The unemployment rate for the nation as a whole in March, 1975, was approximately 9 percent. The estimated March unemployment rate in Cleveland was 13 percent. The percentage of unemployed whites was 9 percent, while the non-white figure was 21 percent. The non-white rate is even higher in the inner city.

There are in Cleveland today 28,825 adults whose occupational potential is critically limited by their functional illiteracy. The number of adults with functional illiteracy exceeds either our regular junior high school enrollment (28,694) or our regular senior high school enrollment (26,527).

It is the poor and unemployed to whom we must address ourselves. The poor and unemployed in the inner city need supportive services and programs designed to overcome the effects of poverty. Through education, we upgrade people socially and economically.

Critical to our efforts in overcoming racial isolation and poverty is financial assistance from the federal government. At a time when we enroll more and more poor pupils and we see an increasing unemployment figure for the inner city, we find a steady decline in the amount of tax revenue available to us. This decrease is attributable to a lowering of taxable values in Cleveland, although the voters have increased their taxes 137 percent since 1964.

As our tax revenue is decreasing, we find a steady increase in the cost of doing business in Cleveland. Our 1973–74 per pupil cost was $1,224 annually, while the state average was $968. It costs us more to operate our school buses—our costs are $1.20 per mile, while the state average is 47¢ per mile. We pay our custodians $6.75 an hour; Cincinnati pays $4.20 and Lima $3.73. Cost of construction, wages, and maintenance and repair services are higher in Cleveland than elsewhere in the state.

Evidence of the higher cost of doing business in Cleveland is reflected in the comparison of the hourly rates paid to various building trades within major Ohio cities.

In a large metropolitan area such as Cleveland, technical-vocational education is a critical need. The Vocational Education Act of 1963 and Amendments to the Act in 1968 stressed the role of school systems in developing special programs which fully utilise existing school facilities to provide vocational, manpower, and job training and placement programs. Through the years, we have been very fortunate in having a comfortable relationship with officials of the federal and state governments, and as a result of federal and state funds, we have been able to mount many innovative vocational education programs in Cleveland.

In 1964, our system offered 52 classes in vocational education. Now—eleven years later, the number has risen to a total of 523 classes in two exclusively vocational high schools, in two manpower training facilities, and in our comprehensive high schools. In addition, we have 16 programs in Special Needs to serve over 2,700 disadvantaged and approximately 900 handicapped with special problems, and 102 adult classes which serve over 1,900 adults.

Another area of continuing and increasing importance to the Cleveland Public Schools is our manpower program. Our two primary manpower facilities are the Manpower Training Center and the Woodland Job Center.

Originally funded by the Manpower Development and Training Act and now funded by the Comprehensive Employment and Training Act, the Manpower Training Center offers a job training program for disadvantaged, unemployed, and underemployed men and women in a five-county area. The Manpower Training Center also offers training programs for the handicapped and for individuals incarcerated at the Cleveland Workhouse.

The Manpower Training Center has the capability, working with the State Department of Education, Division of Vocational Education, to design, develop, and implement specialized programs. In addition to training programs, the Manpower Training Center provides such supportive services as counseling, guidance, basic education, General Education Development (GED) programs, nutrition, and job placement. Priority for enrollment is given to Vietnam veterans and to the disadvantaged.

Ninety-three hundred (9,300) adults have been served since the Manpower Training Center opened in 1965. Since then, more than 77 percent of the participants have been placed in jobs.

The Manpower Training Center often has responded directly to the needs of Cleveland business and industry. Recently, the trucking industry expressed a need for truck drivers. We now have at the Manpower Training Center a fleet of trucks and a highly specialized program in truck driver training. Needless to say, this is a high impact program; we may be sure that we will realize a very high percent job placement.

The Woodland Job Center offers training and actual production of products to the out-of-school youth who wishes assembly-line-type employment. This facility is a factory donated to the school system by the General Electric Company.

At the Woodland Job Center are several assembly lines, managed by Cleveland Industries, which are manned by enrollees. Also available are supportive services such as those offered at the Manpower Training Center.

Since 1969, 96 percent of over 2,100 students from the Woodland Job Center desiring work were placed in jobs upon completion of their training.

You will note the 19 percent difference in job placement between the Woodland Job Center and the Manpower Training Center. At the Woodland Job Center, the Cleveland Public Schools is responsible for job placement; at the Manpower Training Center, originally the Ohio Bureau of Employment Services placed students on jobs and now the Aims JOB is responsible for job placement. The on-going personal relationship with students at the Woodland Job Center allows a higher degree of success in placing students on graduation.

The Woodland Job Center also houses the vocational Work-Study Program through which participants may work part time in a field relating to their work and study at the Center.

Designed to encourage the 18 to 21 year-old dropouts to return to school to obtain job preparation and their high school diplomas, the twelve-year old Work-Study Program has a job placement average of 60 percent of its almost 10,000 students. Since many work-study students receive their high school diploma, some graduates enroll in college and other continuing education programs.

The Cleveland Public Schools also offer vocational programs, both as special offerings and as part of the mainstream, to handicapped students, including the educable mentally retarded and the deaf and crippled. These programs, serving almost 900 handicapped pupils, include such courses as baking, shoe repair, and power sewing.

In every field we have been making vocational instruction more relevant by tapping the technological skill of business and industry with more than 67 advisory committees in vocational education.

May I say at this point that the business and industrial leadership of Cleveland deserves special commendation for its support and cooperation in our efforts to upgrade vocational education and expand opportunities for Cleveland youth.

To demonstrate to the student in the inner city that success in school can lead to employment, we have established an aggressive job placement service for graduates of our six inner-city high schools.

Over the past eight years, the Cleveland Public Schools' Job Development Program has placed an average of 94 percent of those inner-city high school graduates desiring work. In spite of the difficult economic times this past year, 94 percent of the June, 1974 graduates of inner-city high schools were placed in jobs.

This outstanding model should be expanded to all sites in the Cleveland Public Schools. We recommend that funds be provided to support Job Placement services for each vocational program.

Another area of importance is our Apprenticeship programs. These programs are not closed to minorities in Cleveland as they are in some areas of the country. Since 1965, minority enrollment in these programs has increased from three (3) percent to 20 percent this year.

The Cleveland Public Schools' Comprehensive Youth Service Program, formerly called Schools Neighborhood Youth Corps (SNYC), has been cited as one of the nation's finest. We have been involved in this program, funded by the U.S. Department of Labor, since 1965.

The Comprehensive Youth Service Program provides practical work experiences for in-school youth 14–21 years of age from low-income families. The program is designed to provide employment so that youth can earn money while they remain in school. The Comprehensive Youth Service Program encourages young people to finish high school, to develop work habits, and to consider post-high school training or college. Although this is a year-long program, the summer component is more exciting because of the large number of participants and the emphasis on coordinated work and academic experiences.

During the first summer of the program, we served nearly 800 needy youngsters. In 1974, we served 10,438 disadvantaged young people.

In 1965, the summer program was strictly a job program. Beginning in 1966, an emphasis was placed upon the coordination of work and academic experiences.

The Cleveland Public Schools has received additional support for the educational component of its Comprehensive Youth Service Program. The Department of Vocational Education of the State of Ohio has supplied grants totaling $967,635 for vocational training in conjunction with the Comprehensive Youth Service Program's summer work experience. An allocation of $204,865 was made available to the Cleveland Public Schools for this purpose in the summer of 1974. Such programs as Horticulture, Printing, Building Maintenance, Appliance Repair, Woodwork, and Auto Repair provided the youth with high school credit, together with appropriate job training.

Another Comprehensive Youth Service Program educational component was the "Go To College" program. This program, now in its fifth year, is designed to assist young people in having a worthwhile experience on a college campus and in earning college credits while still enrolled in high school. During the past five years, foundations have contributed approximately $100,000 to the "Go To College" program to provide the cost of tuition, books, and program coordination.

In looking at one of our inner-city high schools (East Technical), the data document the positive outcomes of our efforts to stimulate and support students' occupational aspirations. CHART VII indicates the percent of 1968, 1971, and 1974 East Technical graduates who continued in further education or who were placed on jobs.

CHART VII. reveals that the percent of graduates continuing further post-high school studies increased from 25 percent in 1968 to 41 percent in 1971, and 43 percent in 1974.

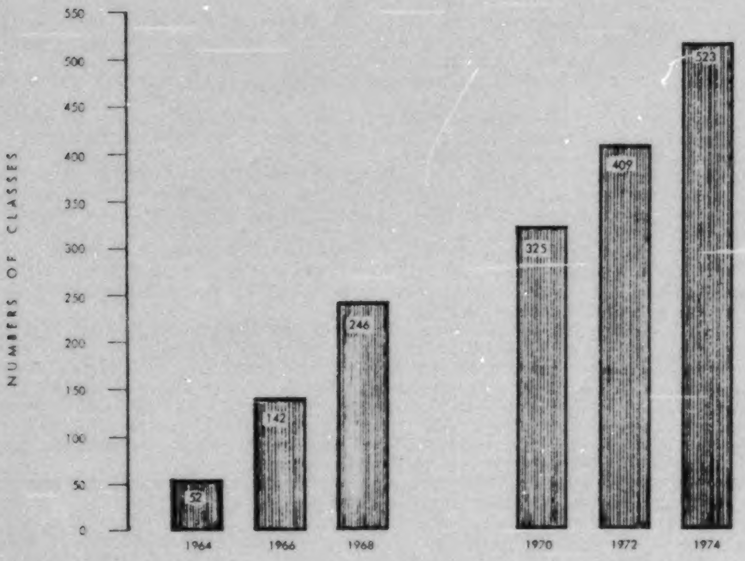
During the same period, despite the steadily increasing scarcity of jobs, the percent of graduates placed in employment rose from 37 percent in 1968 to 39 percent in 1971, and to 46 percent in 1974.

At the same time, the dropout rate at East Technical was dramatically reduced by more than one-half—from 19 percent in 1967–68 to 17 percent in 1970–71, and to 8 percent in 1973–74.

CHART II

CLEVELAND PUBLIC SCHOOLS

VOCATIONAL CLASSES



In reviewing the last five years, almost four million dollars in scholarships and financial aid were awarded to the East Technical graduates for college and other post-graduate education, or an average of $3.665 per student. This average amount per student is approximately ten times the average of $371 per student in scholarship aid received by East Technical graduates prior to this time.

In fact, in all our Cleveland schools we are graduating more students, despite a decreasing enrollment, as indicated on CHART VIII.

Vocational education has helped us provide programs which meet the needs, interests, and abilities of students, and therefore has helped us reduce the number of high school dropouts.

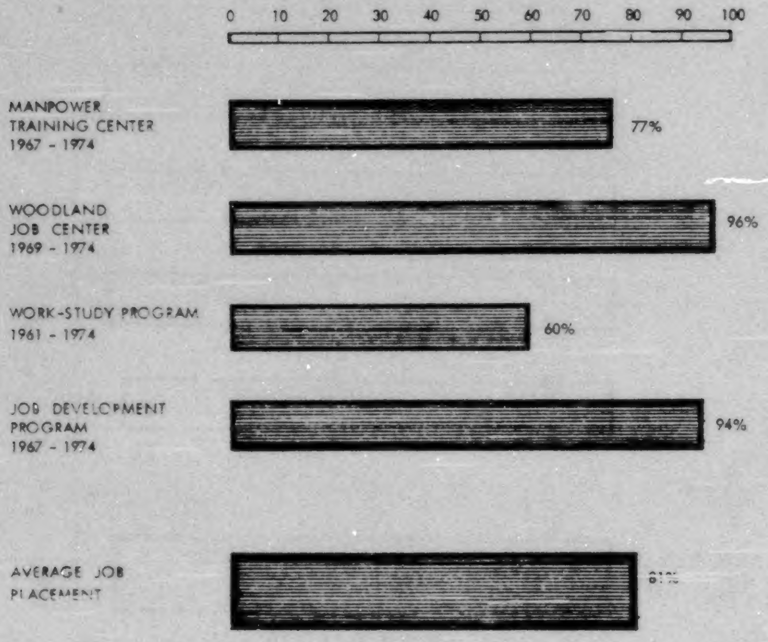
The broad range of vocational education programs which we have in the Cleveland Public Schools are outlined on Chart X, Parts A and B.

In spite of Cleveland's major effort, we have still not caught up with the tremendous need for a greatly improved and expanded program of innovative vocational education for Cleveland—a program which will reach the total spectrum of student needs and interests and which will be consistent with the specific

CHART III

JOB PLACEMENT

CLEVELAND PUBLIC SCHOOL PROGRAMS



labor needs of our expanding economy. There is room to expand our programs, facilities, and successes—if we had the funds to do so.

We have a highly effective manpower network. Buildings, staff, and equipment are operative at this very moment. We have a high record of job placement in all phases of our manpower and career education programs. We have room for expansion. We have the essential educational component. We have a very comfortable relationship with Cleveland business and industry. And, as a separate, non-political unit of government, we respond to the disadvantaged from areas outside the boundaries of the City of Cleveland.

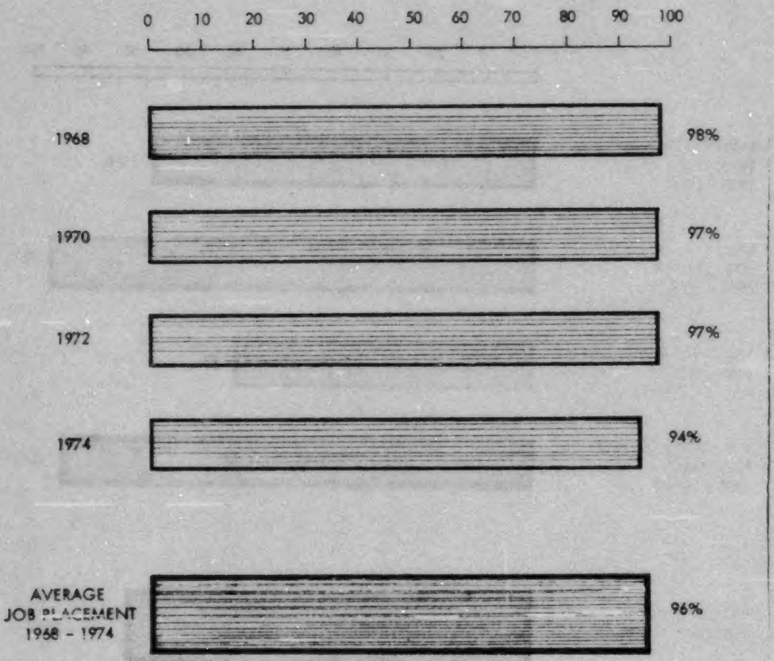
In conclusion, I would recommend serious consideration of the following:

Special provisions to assure support of vocational education programs serving students of greatest need. The most useful measure of need is unemployment among youth. The programs that most deserve support are those located in areas of greatest youth unemployment. There is no question that the urban areas have the most intensive and extensive unemployment problems.

CHART IV

JOB PLACEMENT

OF INNER-CITY HIGH SCHOOL GRADUATES



A *greatly increased level of financial support.* Vocational education properly conducted is costly, but the consequences of inadequate support are much more costly. The education of the students who enter immediate employment is no less important than the education of the minority who go on to college. The urban student who goes to work deserves to have just as much invested in his education as his most favored suburban contemporary who is preparing for a prestigious college. Not only is an increased level of financial support necessary to provide for the types of students who presently enroll in vocational education programs, but additional support is also required to enable the necessary expansion of vocational education programs so that they can serve a wider range of students.

Provision to guard against proliferation in control and administration of vocational education programs. Nothing can dissipate resources more or ensure confusion and delay than spreading the responsibility for control and administration too widely. What we need are the shortest and most direct possible lines of control.

The movement and rapid change in the productive economy of this nation have left behind too many people, the most crucial masses of whom are to be found in our cities.

The crisis in the great urban centers is the most serious domestic issue which this nation has faced in the twentieth century.

Basic to the solution of this crisis is solving the inter-related problems of unemployment, underdevelopment, poverty, and despair.

Vocational education creatively planned and sensitively administered will play a key role in an attack on these problems.

BUILDING TRADES RATE, APRIL 1975

	Cleveland	Toledo	Dayton	Cincinnati
Electrician	$9.58	$5.61	$7.60	$7.99
Carpenter	9.70	5.61	7.26	7.72
Brickmason	9.78	5.61	7.64	--------
Plumber	9.46	5.61	7.60	8.08

CHART V

PERCENTAGE OF MINORITY PARTICIPATION IN APPRENTICE PROGRAMS

CLEVELAND PUBLIC SCHOOLS

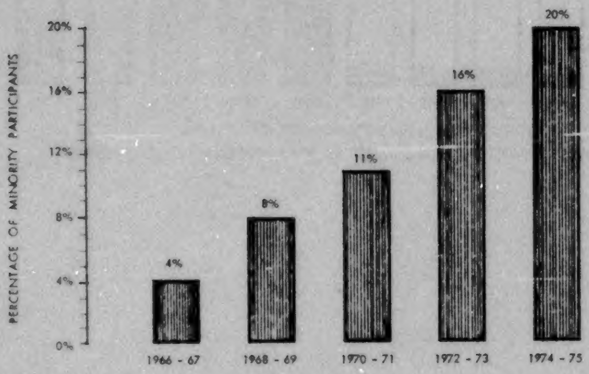
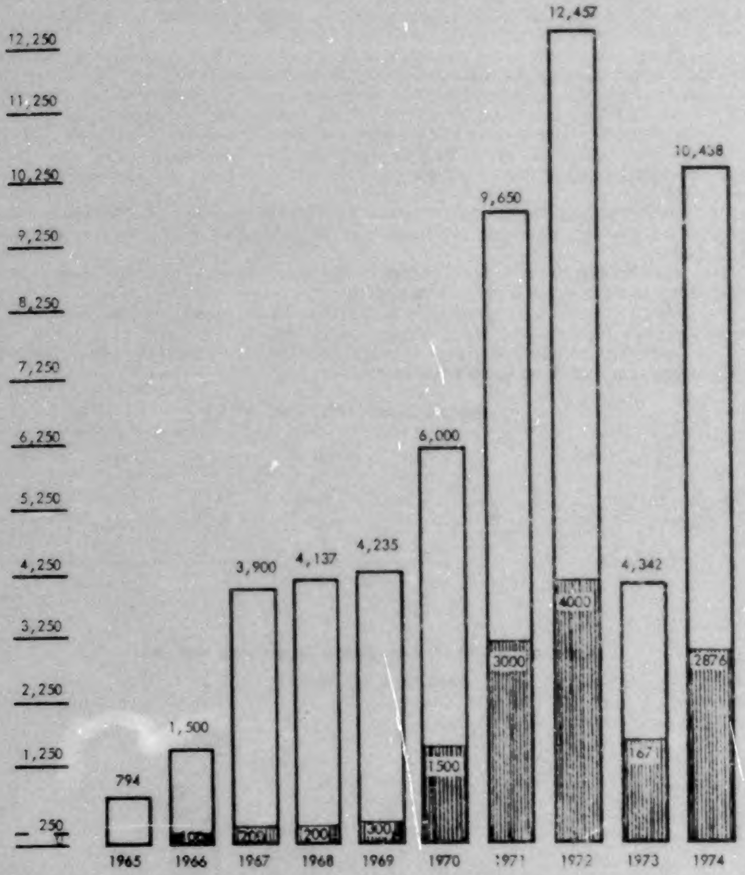


CHART VI

COMPREHENSIVE YOUTH SERVICE PROGRAM

DIVISION OF TIME BETWEEN SCHOOL AND WORK ASSIGNMENTS



SHADED AREA INDICATES NUMBER OF STUDENTS SPENDING PART OF THEIR SUMMER ASSIGNMENT IN ACADEMIC WORK

CHART VII

EAST TECHNICAL HIGH SCHOOL
PERCENT OF GRADUATES CONTINUING
FURTHER EDUCATION OR PLACED ON JOBS

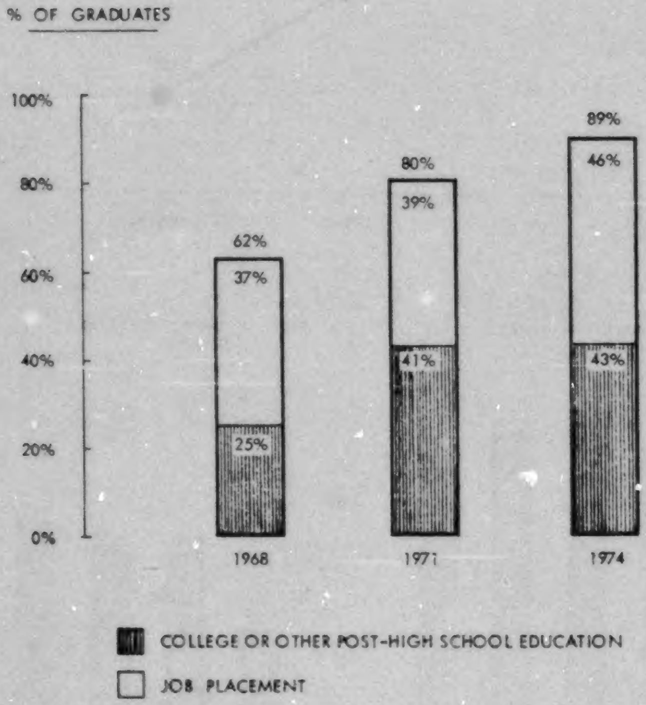


CHART VIII

DROPOUT RATES
EAST TECHNICAL HIGH SCHOOL

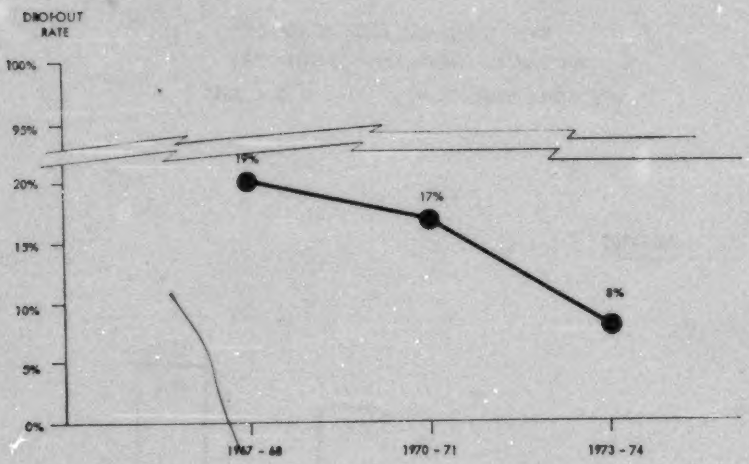
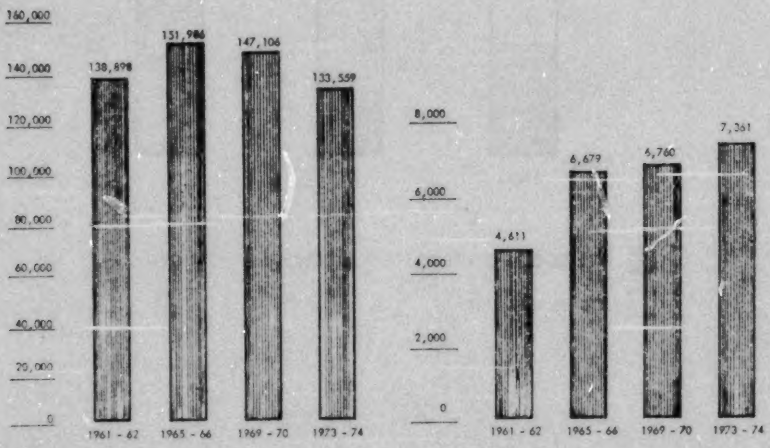


CHART IX


CHANGE IN ENROLLMENT

GROWTH IN NUMBER OF HIGH SCHOOL GRADUATES

[Chart X—A]

VOCATIONAL EDUCATION ACT

SPECIAL NEEDS

Disadvantaged—$923,434	*Allocation*
1. Catholic prevocational and vocational training program	$129, 163
Reading, small gasoline engine and home maintenance, automobile, small component repair, data processing.	
2. Vocational training for Spanish-speaking men	64, 250
Machine shop, mathematics.	
3. Out-of-school part-time vocational training trade and industry	83, 674
Business and office education.	
4. Comprehensive vocational education at Woodland Job Center	159, 296
Plumbing, electrical, medical assistant, carpentry, clerical, fabrics, GED, machine shop, bowling machine mechanics.	
5. Employability development team	92, 924
6. Vocational program for dropout prone	93, 288
Drafting, machine shop, industrial maintenance, automobile small component repair, academic courses.	
7. Coordinated prevocational and adult impact mobile lab	106, 250
Fabrics, food, child care.	
8. Prevocational and vocational program at adult education center	103, 084
9. Occupational work adjustment—junior high	10, 740
10. Vocational work-study—senior high	37, 600
11. Management, evaluation, and control	91, 465

[Chart X—B]

VOCATIONAL EDUCATION ACT

SPECIAL NEEDS

Handicapped—$651,120	*Allocation*
1. Service station attendant and delivery men program	$18, 076
2. Prevocational program for orthepedically handicapped	42, 126
Home economics, industrial arts.	
3. Prevocational and fabric services	19, 711
4. Work orientation program	315, 296
Vocational development center, vocational guidance and rehabilitation center, United Cerebral Palsy.	
5. Special needs programs at manpower training center	179, 956
Hospital helpers, building maintenance, sales attendant, shoe repair, out-of-school program.	
6. Coordinator for special contract for handicapped	15, 500
7. Management evaluation and control	60, 455
Career Education—$295,245	
1. Glenville career development program:	
Career motivation	168, 840
Career orientation	53, 625
Career exploration	72, 780
Adult Education—$100,262	
1. Family-life program	100, 000
2. Inservice training-consumer education	262

Dr. BRIGGS. I am in a different position than most superintendents in making an appraisal of vocational education, because I am one of the few city superintendents that can look back over a 10-year period, and the continuity in this period of time where we have given vocational education in the city of Cleveland our top priority.

During this 10-year period, we have had an opportunity to implement a lot of programs, and some of them, I would indicate, that they have been the kinds that now we can go back and actually measure what has happened.

Our cities are still in trouble. They have been in trouble for a decade. I am convinced that the only way we are going to get out of trouble in our cities is if our high schools really only have two exit doors, one to college and the other one to a job.

The high schools of this country have got to provide job training for young people, systematic job training, realistic job training. Not only train, but we must see to it that our graduates are placed. This is a responsibility that belongs to the schools.

So, in Cleveland, for example, we enroll 7 percent of the total enrollment in the State of Ohio, but we have about one-fourth of all the welfare children in the State. I think that we have around 57,000 welfare children in our State.

We have to see to it that the welfare syndrome is broken, and the best way to break it is to see to it that the young people that come out of our schools are really provided the skills to sell. We have to really see that they get jobs.

I would like to suggest that if we are going to talk about innovation in any way in vocational education legislation, we ought to see to it that somebody is provided with job placement.

I do not have the kind of respect—I don't like to use that word, but I guess that it is what it is—for some of our Federal agencies that are supposed to be placing young people. It just does not work with our inner-city youth.

We have a responsibility. We know them, and we have been setting up lines of communication with business and industry, and have a responsibility to see that these young people do get placed.

Also, one of the side effects of vocational education in our city, and our citywide vocational schools, is bringing a degree of integration that is difficult to bring to the neighborhood schools.

Our program at Jane Addams, the trade school for girls, is citywide. It is very fine, exemplary kinds of programs, technical programs, dental technicians, licensed practical nursing, et cetera.

We bring in students from the entire city, and where we maintain a racial mix. We place 100 percent of our graduates.

Max S. Hayes, another kind of exemplary school, also is citywide and well integrated. There, we not only place 100 percent of our graduates, but many of them are placed, perhaps as many as 50 percent, several weeks or months before graduation.

Cleveland has a new aviation high school near the airport, where we not only have the city students, but we are holding some slots for the suburban schools, which gives us sort of a metropolitan kind of a program.

So vocational education provides some wide effects to the area. We are becoming integrated citywide, which you do not have in the neighborhood high school.

It is interesting, in the city of Cleveland, that we have 28,000 adults who are functionally illiterate and have difficulty in finding jobs. This is possibly the same number of individuals as we have enrolled in our junior high schools or our senior high schools.

It, therefore, becomes the responsibility of the school system to reach out and to attempt to do something about the functionally illiterate in our city. This figure has gone down in the last 2 years, which indicates that we are making some good inroads there.

The cost of doing business in a city like Cleveland is continuing to go up. The people of Cleveland have been generous. They have increased, since we have been there, the tax rate 137 percent, which is better than any other city, but at the same time that this has happened, the valuation of the city has been going down. The money that we have available for education has been decreasing in recent years.

The cost of doing business in our city is much more expensive than it is across the State. Mr. Mottl, you remember as a State senator, some of the figures. For instance, to operate our school buses is $1.20 per mile, while the State average is only 47 cents a mile. One of the reasons is that in the city of Cleveland we use trained drivers to drive our buses. In other words, they are good drivers, but they cost a lot more than the friendly housewife in southern Ohio.

Our labor costs, our custodial costs, the average in Cleveland is $6.75 an hour, when you go to southern Ohio, or Cincinnati, it is $4.20, and Lima is $3.73.

We found the average of $3 more for the building trades than occurs elsewhere. I have a chart of this, part of the example, that shows this factor. In the city of Cleveland for an electrician we pay $9.58 an hour in Toledo, $5.61, Dayton, $7.60, and in Cincinnati, $7.99.

The same is true in the outer-building trades, the carpenters, the same factors. Since we started on these figures, they have gone up 85 cents an hour. This is one of the highest cost areas in the country.

I am pointing this out simply because of the fact that when we make our allocation, and make our expenditures, we have not yet found a way in this country to take into consideration the difference in cost of doing business.

If we were operating our school system, or our vocational programs in southern Ohio, or in some other location, the dollar would go a lot further than it does in our city. I am merely mentioning this as an example.

Mr. Quie. What is the difference in costs. What is the difference in a bag of potatoes in one place or another, or a pound of beef steak?

Dr. Briggs. The Bureau of Labor Statistics shows that we have at least a 10 to 15 percent greater cost in the city of Cleveland than there is in some of the other areas in the food costs. When you get into the ghetto area, as Lou Stokes knows so well, in the ghetto area it is almost impossible today to find a store that sells anything.

So, if the housewife there wants to buy a carton of milk, she has to get on the bus. She has to pay 55 cents to get her to a store, and 55 cents to get her back. These are costs that don't show up in the exact shelf prices that are effective in a city like ours, where you have such large devastated areas, and where business no longer operates.

Going to the drugstore for several hundred thousand of our people means taking a bus, or finding other transportation. Neighborhood stores are not there.

Mr. Quie. Are any developing?

Dr. BRIGGS. Yes; within the last year, I have to say that there has been an improvement. I think that the turn around is going to come, and it is going to come soon. I really can see some improvement.

You might question that, because the area looks like Germany after the war, when it was bombed out. Enrollment in our schools in some of those areas in 4 years dropped over 20 percent, because houses have been destroyed, and taken out.

I think that we will reach a point where there is enough open space so that the developers can begin to go in and find enough space to make it economical again to develop.

Mr. QUIE. I was wondering about the people themselves, about some of them becoming merchants for their neighbors. When people congregate throughout the world, some of them have more skills along the line of getting into business and serving the people.

Dr. BRIGGS. We have several programs ongoing right now attempting to develop this, as we have in the hub area a new development program that is bringing business, or beginning to bring business. People working in these areas are neighborhood people.

I have another chart here which indicates what is happening in Cleveland. The proliferation of the vocational classes, in 1964 when I came into the city of Cleveland, we had 52 vocational units in the Cleveland school system. You can see how it has gradually risen upward, it is a rather dramatic increase. We have 523 units.

It is a rather dramatic story, from 52 classes to 523. Additionally, we have 16 programs in special needs which serve 2,700 disadvantaged, and approximately 900 handicapped students. In addition to this, we have 102 adult classes that serve 1,900 additional students.

Vocational education in Cleveland is well established. It is well established in every neighborhood school, and will be going along rather well.

We have in the last few years 9,300 adults who have been served. Since 1965, in our manpower training program, we have placed 77 percent of our students in jobs.

There we have various categories of training: The manpower training program, which has placed 77 percent; the Woodland Job Center, where we have placed 98 percent of our graduates. There we have a lot of factors. It is right on the edge of the ghetto, and we have had no recruitment, we merely opened the door and the people have come in for training. We do have production going on there, and several different groups operating production lines. We give the educational additives, while business and industry give the other kind of training.

When they get trained, we move them over to permanent jobs, 96 percent successful, and these are essentially individuals that have not even approached high school. These are young adults that are living in the area.

Our work-study program for the dropout prone, we have a success placement program of over 60 percent of the individuals going through that. Many are coming through that program, and they are finding that instead of searching for a job toward the end of it, they are going to college. These are individuals who were never directed toward college. We reached out to keep them from dropping out.

The job development program which is in our neighborhood high schools and in the inner city, we have had for over 8 years now a 94 percent placement record. In other words, 94 percent of our inner-city high school youngsters who want jobs are placed on jobs. This is an average, and it is interesting that this year, when jobs are so difficult to find, our placement is right up at that point.

Mr. Quie. May I ask for more information about that chart? You mention in your testimony that the work-study program is for 18- to 21-year-olds. Can you give me the ages of the other three—the Manpower Training Center, the Woodland Job Center, and the work-study program?

Dr. Briggs. These are adults. The Manpower Training Center, those are adults. There is no age limit. Many of them are 50 or 60 years of age. These are hardcore unemployed that get into that program. If you are unemployed, and you cannot get a job, they come in and we have some guidance facilities, trying to find out what the aptitude of the individual might be, and we start them on a training program. It is kind of an old fashioned concept, but it works.

Now, 77 percent of them, we get out on jobs afterward. These are individuals that in the labor market have been failures.

The Woodland Job Center is a younger group for the most part of unemployed individuals who walk in off the streets, pretty much, and there we have a 96 percent placement. It is interesting the difference in placement. Here we run our own placement department, where we go out and go after the jobs. Where we recruit jobs, where we take the individual and connect him with the job.

This is where we go to regular Federal agencies for the placement.

Mr. Quie. So those in the bottom three, you place them yourself?

Dr. Briggs. Yes, this is right.

Mr. Quie. On the Woodland Job Center, you say 18 and up?

Dr. Briggs. Yes. To give you an example of the kind of program that is in there. We have recently made a contract with Ford, General Motors, and Chrysler, and brought the three of them together, and here is where we are training with their assistance, and with their help, and to a great extent with their manpower, service mechanics for their authorized service areas in northeastern Ohio.

Mr. Quie. What about the job development program?

Dr. Briggs. These are inner-city high school students.

Mr. Quie. You call for 94-percent placement there, and 60 percent on the work study.

Dr. Briggs. These are the dropout prone students, but many of them are going on to college. Many of them, after we got them back in, are beginning to find——

Mr. Quie. What is your job development program?

Dr. Briggs. In the job development program, we have been able—what we are doing is taking the individuals who are not going to go to college. You will see in a minute another chart that will show what is happening in the same school for college admission, but these are the individuals who are not going to go to college, but who want employment. We register everyone, and then we set up within the school certain days when we bring the business and industry.

By the way, we have a relationship with 400 industrialists that we bring into these schools, and on certain days they are there all day long with appointments for job interviews. The ones that are hired at that time are checked off, and the ones that are not hired, then are candidates for us to go out and attempt to sell.

Mr. MOTTL. Dr. Briggs, if we could recess for just a few minutes, so that we can get this rollcall in. Then, we will come back

So, we will recess for approximately 15 minutes, and then we will reconvene.

In case there are some amendments, and I don't get back, I would like to leave some questions for you to answer. I would like you to go into a little more detail about the difference between the employment bureau and your own placement.

I think that you are glossing it over a little bit. You say that it is a Federal agency compared to a local, and I don't think that this gives the full story. To me this is significant, because I run across it every where. The school feels a responsibility for placement and is doing the most outstanding job that we could ever anticipate. That kind of record you have shown there.

Could give us on that for the record, the difference between them. I think the employment bureau is missing some data on it.

Mr. MOTTL. We will reconvene in approximately 15 minutes.

[Whereupon, the subcommittee recessed temporarily.]

Mr. MOTTL. The subcommittee will now reconvene.

As we left, Dr. Briggs, you were going to give us an answer to Mr. Quie's proffered question.

Dr. BRIGGS. Mr. Chairman, the question that Mr. Quie was directing to us was relative to the job placement responsibility of the schools, and how it was operating.

I might go back and say that about 10 years ago, we recognized that there was a big gap between the training and the preparation of our youth, and the actual placement of those youth in the same amount of jobs.

So, instead of going through the regular channels that were available to us with Federal agencies, or the regular guidance channels within the schools, we went to one of the largest industries in the city, and asked if we could borrow their chief personnel director.

He was then assigned to us and moved on our payroll, and became an aid to the superintendent of schools. He, then, was the liaison with the personnel directors of the various businesses and industry.

We started with 100 businesses, first, in Cleveland, and we met with the personnel directors of that group. I had previously met with the president and the chairman of the board and had an agreement that they would hire our inner-city youth and train them.

Then, it became his responsibility to create the bridge between our training program and 100 investors. Now this has advanced to 400. In each of our inner-city high schools, we went out and got another kind of a counselor, who was directly responsible for this school. He stays in the school for the entire year, and gets acquainted with the people who want jobs, the young people.

He knows them, and develops a dossier on each one of them. He also organizes and directs the placement workshops within the school. This man, within that specific school, has a knowledge, not only of the student and his abilities, his weaknesses and his strong points, but also he knows the demands and needs of industry. He can almost match our students with the job.

This is ongoing that runs actually 12 months of the year. It goes right through the summer. Without this kind of a placement service, we would not have that 94 percent placement.

Mr. Mottl. We would have the distinguished counsel for the minority proffer questions.

Mr. Radcliffe. Thank you, Mr. Chairman. Dr. Briggs, where do you get the people that work directly in the school for a year. Are those people recruited from industry?

Dr. Briggs. Yes, but they are on our payroll. They are hired by us. They are responsible to us. The person who heads it is an individual that we brought from personnel, who comes directly to us. He is responsible to us. He has that in the schools, individuals with a common variety of backgrounds.

We like to bring in people who have industrial experience, or business experience, rather than the typical college oriented counselor type.

Mr. Radcliffe. They stay just for the year and go back?

Dr. Briggs. They stay for more than that, but the point I was trying to make was that over a period of 1 year, they are with those students, and it may be a period of more than 1 year.

During that period they know the student. Rather than just leaving the impression that we bring them for a couple of weeks to do a spot job, they are part of that faculty. They have an office there. They counsel with the students. They know what the student has to do to get ready for a job.

They work with the students who want jobs.

Mr. Radcliffe. To what extent are you able to follow up the initial placement?

Dr. Briggs. We are about to do another study of our placement. A couple of years ago, we went in and took a look at students who had left us 2 years earlier, and had been placed. We found that over 90 percent of the students that were placed, 2 years later were employed, and 50 percent of them had been promoted.

We are now ready to conduct another study to update it, to see whether that still exists. This chart shows the placement of those students by years. In 1968 we placed 98 percent, in 1970, 97 percent, and in 1972 it was 97 percent, and in this last year, despite the trouble in the job market, we placed 94 percent of the students.

One of our inner-city high schools has placed 100 percent of its students this year. This means that every single student was placed.

Mr. Radcliffe. Thank you, Mr. Chairman.

Dr. Briggs. We also have training in the apprenticeship area, to make use of the building trades.

In 1966–67, the apprenticeship training program that we ran for not only the entire city, but the area around the metropolitan area, 4 percent of the building trade apprentices were of the minority.

As of 1964, there were no minorities training in the building trade in Cleveland. In 1968–69, it went up to 8 percent. In 1970–71, it went up to 11 percent, and then to 16 percent, and this year it is 20 percent of all apprentices in the city of Cleveland, who are being trained for the building trades, are minority.

We have almost the same percentage of minority in training. We are beginning to approach, as we have in the metropolitan area, 33 or 35 percent minority within the city of Cleveland, and it depends on how far you want to bring that. We are beginning to approach in the building trades about the same percentage of minority as there is a general population area.

Every single building trade that we are doing the training for has been integrated. It has been a long process, but it is a successful one.

As a footnote, we have built $226 million of schools in Cleveland. In our jobs, we insist on compliance, and we did not set a quota, but we have averaged approximately 30 percent of all of the tradesmen working on $220 million worth of jobs, in construction jobs, a little better than 30 percent of those tradesmen are minorities, which means that not only have we been successful in using the influence of the training programs to get minorities into the building trades, but also we have been successful in using the expenditure of our money to see to it that minorities, after having been trained, are actually hired.

Chairman **Perkins**. Dr. Briggs, I am delighted to welcome you here with us today. You have always been so helpful to us in the past, and we are confident that you will do the same thing here on this occasion.

Mr. Mottl has told me that you, Dr. Briggs, have been doing just a tremendous job in public education, and I know that that is true. I am very happy to welcome you here once again.

Go, ahead, Mr. Mottl.

Mr. **Mottl**. Thank you very much, Mr. Chairman.

Dr. Briggs, with your permission, since many of the members are not present today because of the early session, I am going to insert your testimony into the Congressional Record, so that all of the membership of Congress can see your outstanding report.

Dr. **Briggs**. If I may deviate from my report for a moment, I would like to say that Chairman Perkins has been one of the real supporters of every phase of American education. It has moved ahead, altered, and improved because of the leadership of the chairman of this committee.

I recall with great satisfaction my visits to the State of Kentucky, and the fine reception there, and the respect that the people of the State of Kentucky showed to the chairman of this committee. I understand why he gets reelected over and over again.

In fact, after my last visit into your State, your Governor made me one of your colonels. So, I feel that they have extended some kind of an honor there. Once a year I get a bill, however, or a suggestion that I make a contribution.

It is very nice to be here with you and your committee.

One of the parts of the training program, I think, in the city of Cleveland deals with what happens in the summer to the youth that normally would be on the streets. We have had a comprehensive youth service program with a steady growth, with the exception of 1 year, when revenue sharing took it through city hall, and city hall decided to run the program independent of the school system, and children went without payment that year. Some have not yet been paid.

Because of the problems that they had, it has now been returned to us as a contract, we started operating very successfully. We decided on a contract the other day.

As a side note on this, we have been successful in putting into that training a work program in the summer, training programs, so that every youngster who has a job gets a certain amount of education and career training as well as just being out earning a few dollars.

Some of them that are disadvantaged, economically disadvantaged, but are college bound, we have put programs in our colleges and universities in Cleveland, and they have received credited escrow as well as payment for work, and after they have graduated from high school, they have college credits that they can transfer some place else.

This is a good program, but we had much more freedom when we made contracts directly with the Department of Labor than what we do now. It was much easier, and there were less encumberances, but nevertheless, a subcontract is working out.

I have brought along an analysis on one high school. This is East Technical High School in the inter city. It is a school that only 10 years ago, only 5 percent of our students went to college. In 1968, 25 percent started going to college, and 37 percent in the training programs were placed on jobs.

In 1971, it was 31 percent going to college, and 39 percent going to jobs. I am pointing this out, because there is a relationship between doing a good training program for obtaining jobs, and improving college attendance.

This goes back to what I said earlier, that high schools should only have two exit doors, one to college and the other one to a job. When you do it that way, you improve both programs.

Last year, 43 percent of the graduates of East Technical High School, which is a ghetto high school, 43 percent of those youngsters are in college, and everyone of them on a scholarship. There is not one student from that school in college who is not on a scholarship.

Forty-six percent of the others were placed on jobs, which is a total of 89 percent. Now, 11 percent is not accounted for here. Those are the ones that went into the armed services, got married, and did not go either to college or the job market.

Now this year, this school placed in jobs 100 percent of its graduates that wanted jobs. There is no example like this any place in the country. It is a school located in the most devastated area of the ghetto. It is a brand new $12 million school, 3 years old.

I was in it yesterday morning, and there is not a single mark on the walls. We have never had to sandblast the exterior, and take any signs or words off. It is a school that in the first 3 years has had no vandalism, and the smallest amount of vandalism in the city is in that school.

When young people see that it is possible to end up with a job or a college scholarship, they have a new respect for education.

The dropout rate in the school, since we have gone into job placement and job training, has dropped from, 1967-68, 19 percent of the students were dropping out of the school, down to 17 percent the following year, 1971, and last year it was 8 percent.

The dropout rate in this ghetto school is now less than the dropout rate in our traditional college preparatory schools. When an individual gets into the job training, and knows that there is going to be a job at the end of the line, that individual has 50 percent less chance of dropping out of school than if he does not have this kind of a guarantee.

It is interesting to see, citywide, what is happening here on this side of the chart, we have our total enrollment, 1971-72, 138,000, 151,000, and then our enrollment went down to 147,000, and 133,000. Over here, the number that are graduating, you will notice the list of graduates, those that are finishing, is going up continually.

We never graduated as high a percentage of students in one century of education in Cleveland. We cannot find a single year where the dropout rate is as low as it is right now. It is too high, but you can see what is happening to the number that are finishing.

Mr. Mottl. That is attributable to vocational education, you believe?

Dr. Briggs. To a great extent it is attributable to vocational education.

I had placed to the back of the testimony a kind of a shopping list that shows how we spent our money, our vocational money coming into Cleveland. I am not going to run through it, but it breaks it down so that you can see how it has been spent.

It has been spent, I think, very effectively today. I would conclude by saying that some of the side effects are very interesting.

For example, in our city, while we have a heavy vocational program in horticulture, because we have so many greenhouses, it is interesting that this summer over 20,000 students in Cleveland will have gardens.

Last year, we had 20,000 with gardens, where each gardener, each child has a horticulturist who consults with him, advises him, whether the gardens are home gardens or not. Twice during the summer, trained horticulturists visit the home.

This is a kind of a dropout effect from our vocational program, an affirmative dropout, I think, which we could not have, if we did not have a large horticultural program.

This summer, the children of Cleveland will raise approximately $1 million worth of produce that will be taken into their homes. The gardens are not vandalized. Our gardens have no damage done to them in the summer. This is something that the community has, the neighborhood has in the ghetto areas.

Vacant lots are turned into gardens, and last summer we kept a record, and we weighed every product that went home, and it amounted to over $600,000 worth of produce. This summer it will be over $1 million.

This is the kind of thing that you can do as an offshoot of vocational education. You can go back and borrow in the summer your horticulturist who works in the neighborhoods.

I would like to suggest that anything that can be done to see to it that vocational money gets to the areas of highest unemployment is in order. A few years ago we came up with a new device in the State of Ohio where the vocational moneys for construction were set up on such a basis, together with money from the State, whereby school districts that had over 10 percent unemployment within the district, they got 65 percent of the construction money through vocational areas, or vocational facilities, and the local district paid 35 percent.

If the unemployment rate was less than that, then it was 50–50. This was a way that the legislature in Ohio recognized the greater needs of vocational education in the areas of highest unemployment.

If there is one handle we can put on a priority of where we should spend our vocational money, it ought to be where the unemployment is the highest. There should be a relationship between getting people employable and employed, and unemployment.

I would like to suggest that any kind of guidelines or regulations that would force this kind of priority to the areas of highest unemployment might be the most productive in attempting to break the very high rates of unemployment that we have, it is so many times that people in those areas are not employable.

I certainly appreciate the opportunity of appearing again before the subcommittee. Thank you.

Chairman PERKINS. Dr. Briggs, you stated that you have had a great increase in the number of students enrolled in the vocational education program over the last 10 years, from 7 percent to 58 percent, and those are 11- and 12-grade students, I believe.

To what do you attribute this increase? Has Federal aid helped, and if so, to what degree in your judgment?

Dr. BRIGGS. First of all, 10 years ago we took a look at the problems of Cleveland, and we decided that the overriding big problem was heavy unemployment. We decided that this was an area that the school had a responsibility in, so we set about doing something.

The first year we had no Federal moneys. The State plan did not accommodate us. We soon got that straightened out, however. We have put vocational education as a part of every neighborhood high school as well as our citywide high schools.

We could not have come as far as we have without Federal moneys. The Federal moneys have really made the difference. The new Vocational Aviation High School at the airport, 65 percent of the cost of that school is vocational money, part of it Federal, and part of it State. We could not have built that with local moneys as easily. Our programs would have been cut.

Federal vocational moneys have been a lifesaver.

Chairman PERKINS. You point out that the Cleveland Public Schools have better success in placing graduates from your manpower program than the Ohio Unemployment Service. Why were you more successful, and how can we improve the employment service in your judgment?

Dr. BRIGGS. I would like to see some experimentation in using vocational moneys for placement. To date, we do not use vocational moneys for that. We went out and got foundation money to develop our placement program in our schools, and we got some State moneys to assist.

It seems to me that there is a relationship between training and placing, and I would like to see some studies run and some experiments in this area.

Chairman PERKINS. Let me say thank you for your tremendous cooperation on all subject matters concerning the welfare of students.

Go ahead. Mr. Mottl, as I will only be staying a few minutes.

Mr. MOTTL. Thank you, Dr. Briggs; thank you very much for your fine testimony. We will insert it in the Congressional Record and hopefully, all Members of Congress will see it. Thank you for taking time to be here with us this morning.

I think that I echo your sentiments regarding Chairman Perkins. You and he have done more for education than any other individuals in the United States. We are grateful for all your efforts.

Dr. BRIGGS. In concluding, I would say that I happen to be living in a ward in the city of Cleveland that happens to be in Mr. Mottl's territory. So, we are well represented. Thank you.

Mr. MOTTL. We have two more witnesses who are testifying. Because of the difficulty with time this morning, if both of you could come forward to the witness table.

We have Ms. Helene Lloyd, Board of Education of New York, testifying for Dr. Bernard Gifford; and we also have Dr. Benjamin Whitten, president of the National Association of Large City Directors of Vocational Education, Maryland.

I wonder, because of the lack of membership here, if both of you could insert your testimony into the record and then summarize it in a short period of time. Then, questions will be proffered.

I want to apologize, but nobody knew, until late yesterday afternoon, that we were going to start at 10 o'clock. Usually we start at noon, and we have the whole morning for these meetings. So, I would like to apologize on behalf of the committee for this time shortage.

First, we will hear from Ms. Helene Lloyd, Board of Education of New York.

STATEMENT OF HELENE LLOYD, BOARD OF EDUCATION OF NEW YORK, TESTIFYING ON BEHALF OF DR. BERNARD R. GIFFORD

Ms. Lloyd. Mr. Chairman, I am Helene Lloyd, assistant superintendent, Office of Funding Programs of the school district of the city of New York. We do consider that it is an honor to be here in order to express the viewpoints of Dr. Gifford and the office I head, the Office of Funding Programs, in relation to occupational career and vocational education.

As Dr. Briggs so ably said, the schools in the cities are facing a crisis, and we do look to the legislation approved by the Congress to try to remedy some of these problems.

You know better than we do, perhaps, the unemployment situation, because you have studied the statistics, the retraining that is needed at this time, the fact that the taxable incomes in these large cities we represent this morning, is continuing to plunge downward.

You have probably read the headlines that New York City has been asked to reduce its budget by $132 million for the next school year. With all of these problems faced by the big cities, we do look to Congress to try to give support, especially in this one area of discussion for today.

Because of the time constraints, I am going to follow your suggestion, and speak briefly on a few of the outstanding actions that we, in New York City, believe are needed in order to support a quality vocational education program in the city.

Action No. 1 is that we do feel that it is imperative that we have full funding of the new Vocational Education Act of 1975 for the next school year at the authorization level of $1.5 billion.

Dr. Briggs has given the reasons, and I do not have to reiterate those. Unless the money is forthcoming, the programs in the big cities will be name only, reduced greatly.

Action No. 2, the VEA funds should be distributed directly to the boards of education of eligible cities on the basis of a formula, one major component of which should be total population in a city. Another, as Dr. Briggs pointed out, should be the percent of unemployment.

There are also other factors that we would like to have incorporated, but they are two of the major elements.

At the present time, as you know, the VEA funds are channeled on a nonformula basis from the State Department of Education to cities. It is imperative that these procedures be terminated.

There are negative practices that have arisen that not only mitigate against an effective program of vocational and career education in our

State, but also waste money. These practices are being duplicated throughout the country.

Let me cite just four that we consider to be negative practices, and need remedy.

There is a great inequity in the VEA funds granted by the State education department to urban centers, take New York City as an example. In the tables that I will insert for the record you will note that in 1970–71, New York City received about $7 million in VEA funds, or 26.5 percent of the total moneys coming to the State (table appears at conclusion of testimony).

In 1974–75, we have received $8.4 million, or 26.1 percent of the funds coming into the State. In other words, New York City, which has on register about one-third of the students in the State, receives one-fourth of the State's allocation of VEA moneys.

In 1970, according to the census, New York City had 45 percent of its residents, age 16 to 21, lacking a high school diploma, not in school, and most of them unemployed. Yet, the city received only 25 percent of the VEA funds coming to the State.

Since 1970, we know that the number of unemployed youth and adults has spiraled in New York City. The VEA funds from Albany did not increase. This type of inequitable distribution of funds, we believe, needs to be terminated.

Negative practice No. 2, there is no limit on the amount of money that can be used in the present legislation for the administration of VEA funds by State agencies. We believe that an excessive proportion of VEA funds are geing used by State agencies throughout the country for their administration.

Let me cite again New York State. At least 9 percent of the money coming into the State is used to support a budget for a staff of 34 professionals and 22 clerical workers in the State Office of Occupational and Continuing Education.

In addition, $2.7 million has been budgeted by New York State this year for services in research and curriculum development, and areas of this type.

. In Cleveland, Chicago, New York, and other large cities, we have our own research curriculum development and technical staff. Therefore, we are duplicating services. We are wasting public money through this duplication.

It is not necessary that the State have these activities when we are able to meet our needs effectively by already established organizations, paid with tax-levy money. VEA money can be used for other needed services in big cities.

Negative practice No. 3. All school districts in a State must compete on a grantsmanship basis for a limited amount of VEA money. Time, energy, and money is being used to prepare these proposals, which many times are not approved. This money should be directed to other areas.

Negative practice No. 4. We believe that there should be forward funding in order that there can be much more effective long-range planning, much more time in which to bring together the full resources of business, manpower, and other Federal agencies as CETA and other manpower funds, and city agencies, so that we are not conducting a VEA program with the State and the city alone.

It is a team organization, coordinating funds from all sources, and resources of various types.

Action No. 3 that we feel most important is that each city should be required to develop its own long-range and short-range annual plan, and submit it to the State education department.

At the present time, we know that the State develops a plan. In New York State, this must take into account the rural areas. It does not highlight effectively the needs of urban cities in our State, as we call it, the Big Five.

We believe that this mitigates against effective funding to the big cities.

Action No. 4. The set-aside for the handicapped in the present Vocational Education Act should be retained with the present 15 percent as a minimum. In New York City, almost 90 percent of the skills training for this target population of handicapped has been started from VEA funds, and believe that unless this money for the handicapped is actually earmarked for that purpose in the legislation, it will be impossible to keep the money focused on this area that needs help.

Money for the handicapped will not only result in a healthier group of people, but it will result in reduction in the number of welfare families, and increased employment.

VEA funds, we want to stress again, should be channeled directly to the cities for this group of students.

Action No. 5, we stress that Congress make every effort to maintain the separate categories for secondary disadvantaged and cooperative education students. Why? We have found that the amount of money coming to New York City in these two areas has continued to decrease.

Therefore, unless these funds are channeled directly to cities for this purpose, and earmarked for the two categories, cooperative ed and secondary disadvantaged, we are concerned that the money may not reach the target population.

Action No. 6. We believe that the postsecondary and adult education programs should be continued separately, and serviced through the LEA.

Action No. 7 is an area that we feel very concerned about, because it serves the needs of a population that all of us know is in need of attention. It is the bilingual under part J of the Vocational Education Act of 1974, and it should be extended and expanded.

All of us know that bilingual vocational training will help raise the living standards of the community in which a language other than English is dominant, and it will lower the school dropout rate.

We have found, by using tax levy money in this area, that we have made progress. We look forward to support of VEA money for bilingual programs in the next legislation.

Action No. 8. We request greatly increased funds for research, evaluation, innovation, and curriculum development related to vocational and occupational education.

Dr. Briggs highlighted the changing employment needs, leading to guidance and followup activities, for youngsters who are in vocational education programs. Funds are required because of the changing needs of society, our changing population, and the economic situation in these areas I have cited.

Action No. 9 is one that is receiving new focus. We believe that the new VEA amendment should take positive steps to eliminate sex stereotyping.

In New York City, we have 17 percent of our families headed by females who need to work in order to buy the bread, to pay the rent, et ceterea, two-thirds of the women working need to work. It is not merely to buy some of the luxuries connected with living.

We encourage Congress to try to provide a special incentive in the new legislation to cities to initiate private programs.

We also believe, as action No. 10, that vocational guidance should be a priority. This was very well emphasized by Dr. Briggs, and I will not continue discussion in this area.

In closing, I would like to emphasize again the two major areas of action we believe imperative: (1) which was full funding at the authorization level of $1.5 billion; (2) the distribution of VEA funds directly to the boards of education rather than the State, on a formula, one major component of which should be total population in the city.

I would like to add that we appreciate this opportunity to express at this time our viewpoints, and also the prior support we have received from this committee in other legislation related to education.

Mr. LEHMAN. Thank you very much, Ms. Lloyd.

[The tables mentioned earlier follow:]

BOARD OF EDUCATION OF THE CITY OF NEW YORK

VOCATIONAL EDUCATION ACT ALLOCATIONS TO NEW YORK CITY AND NEW YORK STATE, SCHOOL YEARS 1970-71 TO 1974-75

Purpose	1970-71	1971-72	1972-73	1973-74	1974-75
NEW YORK CITY					
Pt. B: (1) Secondary, (3) Adult, (4a) Disadvantaged, (4B) Handicapped, (8) Curriculum Development, (6) Guidance	$4,850,958	$5,480,590	$6,828,489	$6,075,897	$6,426,455
(F) Consumer homemaking	151,026	587,017	487,050	541,263	534,650
(G) Cooperative education	609,266	290,175	525,997	534,175	479,751
(102b) Secondary disadvantaged	1,008,568	1,093,941	862,364	788,391	650,000
(H) Work study	206,520	184,000	215,000	368,060	287,063
(D) Exemplary programs	82,940	87,475	121,941	53,750	58,205
Total New York City	6,909,279	7,723,198	9,040,841	8,361,476	8,436,121
NEW YORK STATE					
Pt. B[1] (1) Secondary, (3) Adult, (4a) Disadvantaged, (4B) Handicapped, (8) Curriculum Development, (6) Guidance	21,689,304	25,221,934	28,155,017	27,186,917	27,086,764
(F) Consumer homemaking	1,431,949	1,683,411	1,705,824	2,042,372	2,034,836
(G) Cooperative education	833,339	905,727	1,277,853	906,813	893,132
(102b) Secondary disadvantaged	1,347,641	1,313,593	1,331,083	1,317,471	1,312,591
(H) Work study	439,501	474,796	527,971	626,469	613,557
(D) Exemplary programs	317,519	315,402	415,964	315,734	311,559
Total New York State	26,059,253	29,914,863	33,413,712	32,396,776	32,252,439
PERCENT NEW YORK CITY OF NEW YORK STATE					
Pt. B	22.37	21.73	24.25	22.35	23.73
(F) Consumer homemaking	10.55	34.87	28.55	26.50	26.27
(G) Cooperative education	73.11	32.04	41.16	58.91	53.72
(102b) Secondary disadvantaged	74.84	83.28	64.79	59.84	49.52
(H) Work study	46.99	38.75	40.72	58.74	46.79
(D) Exemplary programs	26.12	27.73	29.32	17.02	18.68
Total	26.51	25.82	27.06	25.81	26.16

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[1] Pt. B allocation to New York State also includes funds for post-secondary, construction and State administration programs and for contracted instruction. The Board of Education of the city of New York does not receive any funds for these purposes—only funds for the pt. B purposes specified for New York City.

VOCATIONAL EDUCATION ACT ALLOCATIONS TO NEW YORK CITY, SCHOOL YEARS 1970-71 TO 1974-75

Purpose	1970-71	1971-72	1972-73	1973-74	1974-75
(1) Secondary	$1,352,317	$1,525,405	$1,534,266	$1,343,669	$1,805,473
(3) Adult	681,809	1,204,763	1,385,330	1,642,824	1,497,275
(4A) Disadvantaged	1,895,160	1,844,442	2,744,988	2,016,485	2,112,937
(4B) Handicapped	900,960	904,050	1,152,745	1,010,242	874,368
(F) Consumer homemaking	151,026	587,017	487,060	541,263	534,650
(G) Cooperative education	609,266	290,175	525,997	534,175	479,751
(102b) Secondary disadvantaged	1,008,569	1,093,941	862,364	788,391	650,000
(8e) Curriculum development	20,712	1,930	11,160	62,677	68,310
(H) Work study	206,520	184,000	215,000	368,000	287,063
(D) Exemplary programs	82,940	87,475	121,941	53,750	58,205
(6) Guidance					68,092
Total	6,909,279	7,723,198	9,040,841	8,361,476	8,436,124

Mr. LEHMAN. Dr. Whitten, you are next.

STATEMENT OF DR. BENJAMIN WHITTEN, PRESIDENT, NATIONAL ASSOCIATION OF LARGE CITY DIRECTORS OF VOCATIONAL EDUCATION, MD.

Mr. LEHMAN. I have to get to the floor in a few minutes. I just wonder if you could summarize your statement because when the bell rings, I am going to have to leave. The House is in session, as you know.

Dr. WHITTEN. Let me see if I can do it very quickly.

My name is Benjamin Whitten, and I am director of Vocational Education for Baltimore, Md., public schools, and president of the National Association of Large City Directors of Vocational Education.

I would like to present other members of the association who have it possible to be present this morning for this appearance.

Dr. Edward Cooke of Richmond, Va.; Dr. Sizemore Bowlan, director of vocational education in Oklahoma City; Dr. Donald Healas, director of vocational education for Cleveland, Ohio; Dr. Morton Margules, who is from Jersey City, N.J., and he is director of the Hudson County schools which include Jersey City; and Mr. Stanley Cohen, director of vocational education for Philadelphia, Pa. public schools.

You can see from the appearance here today that we are very much concerned about the vocational education legislation that is being proposed, and how it will affect and hopefully improve our operation of the big cities of this country.

We have come together as an organization out of a sense of isolation within our respective States. We intend to learn from each other, to share insight, innovations, and ideas regarding our common challenge—the challenge of assuring the employability of the youth and adults of our Nation's big cities.

As we have met together, we have quickly come to the realization that we must, as city directors, play an active part in strengthening the Nation's focus upon the needs of our urban school populations.

This includes a great commitment of financial resources by the States and the Federal Government for programs to meet the critical vocational education needs of the youth and adults in our major cities. It is toward this end that I come today to share our major concerns.

I would quickly point out that our organization has no staff to conduct extensive research in preparation for a meeting such as we have today, but my presentation does reflect the collective insights and concerns of our members.

Mr. LEHMAN. Dr. Whitten, your statement will be included in the record in full.

Dr. WHITTEN. We are in favor of a continuation of vocational education with three times the Federal leadership. We think that this leadership has been very important, and that we have focused upon some of the major problems because of the Federal leadership. We would hope that this would be continued in the new legislation.

Because of the problems which have been cited regarding the sins of our country, we believe that some crash funding for improving and extending vocational education in the cities is quite imperative, and we are hopeful that the new legislation will include such funding for the big cities of this country.

The National Advisory Council, also, in its testimony addressed this matter of crash funding for vocational education in the large cities of the country.

We believe that an expansion of the work-study program is required, because of the fact that job market is moving from the cities, and the unemployment rate is so high, particularly among the minorities, students that populate our schools. This is something that must be addressed in the vocational education legislation, permitting us to expand, greatly increase funds to see that youngsters remain in school with the support of our work-study program.

We think that this is a vital part of the new legislation on vocational education.

We agree with the testimony of other witnesses that the maintenance of successful ongoing programs is something that should be encouraged in the new legislation. New programs are fine, but support for programs that do the job in a demonstrable fashion is important as we have new legislation for vocational education.

We believe also that we need forward funding so that we can plan in a systematic fashion to address the vocational education needs of the urban centers of our country. We think that improved statistics should be accumulated so that we know where we come from, what we are doing, and where we are going. This is particular essential if we are going to meet the needs of the cities.

We think that the statistics coming out of the cities will help us to prepare for a better vocational program, that would benefit the entire country.

We believe that there should be continued a single State agency to administer the affairs of vocational education. We think that we would be weakened considerably to have two or three agencies within the State to administer vocational education.

We would not have the kind of linkages that are required, with the moneys that are provided to be used maximally.

We also think that there should be an improved and strengthened role for the U.S. Office of Education in overseeing our programs, to make certain that the express purposes of vocational education as included in the legislation are carried out.

If, in fact, the big cities and the disadvantaged and handicapped populations, which are in such large numbers in the cities, are to receive the attention of our States, then we think that they should be enforced by what happens in Washington with the agencies that control and oversee the entire vocational education legislation.

We applaud, really, the leadership that has been provided by the Congress. We think that this should continue, and we are very thankful for this opportunity of presenting our testimony before you this morning.

I have rushed through this, and I hope that the parts I have highlighted will be helpful to you, and we would be willing to answer additional questions, if you have them, or to appear again with testimony that would be helpful to you in your deliberations as you present your new legislation before the entire Congress.

Mr. LEHMAN. I think that the testimony answers most of the questions that I have in mind now. I thank the panel for being here today, and for presenting a very-very interesting statement on the direction that this committee should take in dealing with the vocational education legislation.

I want to thank you again for coming.

The subcommittee will now recess subject to call from the Chair.

[Whereupon, at 11:06 a.m., the subcommittee recessed, subject to call of the Chair.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF BENJAMIN C. WHITTEN, PRESIDENT OF NATIONAL ASSOCIATION OF LARGE CITY DIRECTORS OF VOCATIONAL EDUCATION

I am Benjamin Whitten, President of the National Association of Large City Directors of Vocational Education. This is a newly formed group, comprised of some seventy-five directors from our nation's largest cities. We have come together as an organization out of a sense of isolation within our respective states. We intend to learn from each other, to share insights, innovations, and ideas regarding our common challenge—the challenge of assuring the employability of the youth and adults in our nation's big cities.

As we have met together, we have quickly come to the realization that we must play an active part in strengthening the nation's focus upon the needs of our urban school populations. This includes a greater commitment of financial resources by the states and the Federal government for programs to meet the critical vocational education needs of the youth and adults in our major cities. It is toward that end that I come before you today to share some of our major concerns.

While our organization has no staff to conduct intensive research in preparation for a meeting such as todays, my presentation does reflect the collective insights and concerns of our members.

It will be no doubt clear from the several items that I will discuss, that the big city directors favor a continuation of categorical legislation which retains the Federal leadership role in vocational education. We believe that the 1963 and 1968 Federal vocational legislation has altered traditional patterns and is now directed at the youth and adults of our cities. However, we are still extremely disappointed that the flow of resources has not followed these patterns to the degree that Congress obviously intended.

It is our experience that the population of our big cities, while declining slightly with the flight of middle and upper income groups to the suburbs, are radically increasing their percentage of minority and economically disadvantaged groups, those most in need of vocational educational services. Furthermore, we observe that the outmigration of the more affluent is being accompanied by a movement of industry and employment opportunities to the suburbs. Job skills, along with knowledge and assistance in finding jobs in the often unfriendly climate of the suburban industrial areas, are essential for our urban minority youth. Unfortunately the local funds to provide those educational services are being severely constrained by declining tax bases, increasing welfare and other human service costs, including police protection.

(1) *Crash Funding for Improving and Expanding Vocational Education in the Cities.* We applaud the recommendation of the National Advisory Council on Vocational Education that a special program of crash funding be enacted to support vocational education in big cities. We suggest that this crash funding focus on the rapid upgrading of the outmoded equipment and physical facilities which characterize vocational education in many of our cities. We are not surprised at the finding of the GAO that a major portion of Federal funding has gone into new and improved facilities. We have observed the construction of major and vocational technical schools in the rural and the new suburban areas of our states. These have provided the basis for radical growth in enrollments in these areas.

Few of our cities report having received these funds, however. Since many cities had vocational facilities in 1963 when Federal funds became available for construction, first priority was given to the rural and new suburban populations, which had no vocational facilities. We understood this need, but now we are appalled that there are those who would curtail all further construction and remodeling funds.

While we do not believe that successful vocational education is determined solely by bricks and mortar, we do know that effective school-based vocational education requires a clean, safe environment and up-to-date equipment. Our facilities are old; we do not have the space to expand to serve the population which needs training. Several of our cities are planning new vocational facilities—both vocational technical centers and within comprehensive schools—with the expectation that Federal funds will support their construction, as they have elsewhere in our states. Without Federal funds, we know our city budgets will not be able to bear the burden.

A major one time crash funding to upgrade and expand facilities would do more than anything else at this time to radically improve vocational education in our big cities, and if done under separate authority would not diminish support for ongoing vocational education programs.

(2) *Expansion of Work-Study.* One of the major problems in the big cities is the high unemployment rate among minority youth, ranging up to 45%. As has been correctly pointed out by the National Advisory Council on Vocational Education, the sluggishness of the economy, the movement of business to the suburbs, racial discrimination, and adequate job skill training are among the factors contributing to this rate. By expanding the work study program we can help those youth in vocational education programs so that they will be better able to compete for jobs in the metropolitan area as the economy expands and as they raise their job skill levels; the major resource for overcoming discriminatory employment practices.

The vocational work-study program has proven a major factor in retaining students in school through the completion of training and graduation. We would argue that it is much less expensive in the long run to invest this minimal support to students in school, than to invest in the major cost of out-of-school training and support programs.

A massive increase in the total amount of funds available for work-study programs for students enrolled in vocational education programs is required in the big cities of America.

In addition to expanding the availability of work-study support, it is necessary to update the current legislative restrictions on monthly and annual payments. Inflationary increases and Federal increases in the minimum wage have made it impossible to provide meaningful work-study experiences under the current legislative constraints of $45 per month and $350 per academic year.

(3) *Use of Basic Grant Funds.* We are very concerned with the suggestion by some that Federal vocational education funds be limited to new programs. The growth of quality vocational education programs has been dramatic over the past decade, and particularly since the passage of the 1968 amendments. The state and local contribution has more than kept pace with the Federal increases in funding. We believe that this pattern overall will continue. However, the maintenance and upgrading of ongoing successful programs in many cities will

require continued Federal support. We have already pointed out the financial plight of our cities. Even where new areas of training should be provided in our cities, these must be incorporated into a comprehensive training capacity which includes the maintenance of quality ongoing programs. The overall expansion of vocational education opportunities required will need local flexibility in funding from all sources, including expanded Federal support.

(4) *Forward Funding and Planning.* In the same direction we are concerned with the procedures under which Federal vocational funds are now commonly made available to local education agencies. Basic grant funds and set-aside funds are currently distributed to LEA's by many states on the basis of detailed project proposals, to support new or ongoing programs. This can sometimes require as many as 300 separate proposals. The resulting mountain of paperwork, consumption of staff time, and diversion from local comprehensive planning should be replaced by an annual plan approved by the state and funded by a state distribution formula which recognizes local needs and resources. To further this concept once the Congress passes its revised Vocational Education Legislation an immediate request should be made for forward funding so that local and state education agencies can plan a systematic approach for assessing needs, developing programs, and monitoring results to improve and/or expand program effectiveness.

(5) *Improved Statistics on Vocational Education in the Big Cities.* One of the major drawbacks to improving local and state vocational planning and funding is the inadequacy of present data gathering procedures regarding vocational education. The National Advisory Council on Vocational Education in its recent "Report on Urban Vocational Education" made a recommendation in this regard, noting that "data should be available specifically on the center cities, not just on the SMSA's," to permit adequate comparison of costs and funding among urban, suburban and rural areas. We believe that data should be included regarding the unique needs of our urban school populations with their increasing percentage of minorities, as well as on the changing economic and employment patterns which are making life in our cities more desperate.

We are convinced that the data will validate our sense that vocational education in the cities is not currently receiving the support intended in Federal Vocational Education Legislation. We note that the recent GAO report concluded that Federal VEA funds are distributed to all LEA's rather than concentrating funds in selected LEA's with high needs. We hope that new vocational education legislation will continue to emphasize need, that it will provide funding for gathering the data to validate need, and that either through more effective administration or other procedures, the Congressional mandate will be carried out.

(6) *Continuance of a Single State Agency and Stronger USOE.*—While we have expressed our concern for more flexibility at the local level, we are concerned about the need for strong state and Federal coordination of vocational education. We applaud the expansion which has taken place in postsecondary vocational education. This is consistent with both the increased technical specialization of our society and the need for greater flexibility in options for our youth. However, we are concerned that this question requires increasing coordination and articulation between secondary and post-secondary education. Outmoded and artificial age barriers must be broken down, and developmental training designs with vertical and lateral options must be established to provide maximum flexibility for initial training and retraining. We believe a single state agency for vocational education will best assure students this type of coordinated program.

Similarly, we support the need for strong vocational leadership in the U.S. Office of Education. As I have indicated earlier, they must assume greater responsibility for assuring that Federal funds are appropriatley distributed according to need within the state. We also believe they must provide leadership in educational personnel training to meet the growing needs of qualified teachers, particularly of women and minorities. We have been greatly distressed at the decline in curriculum development resources. Few cities or even states have the resources to prepare the sophisticated training materials required by modern technology and emerging occupations. We hope that the leadership of USOE in these areas will be strengthened and expanded.

Mr. Chairman and members of the committee, we appreciate the efforts which you and members of your staff are making to carefully review the needs of vocational education.

We applaud the leadership which you have provided in serving the rights and needs of minorities; we welcome the challenge of designing effective programs to bring girls and women into the mainstream of our economic system. We know the impact which quality vocational education can have upon individuals. We are all too well aware of the economic distress of our cities, and the desperate need for upgrading the technical competence of our urban populations. We believe that Federal leadership, and a new and radically expanded level of support for vocational education, can help to turn the tide of despair which we see around us.

I thank you for the opportunity which you have provided me today to bring to your attention the concerns of the directors of vocational education in our large cities.

BOARD OF EDUCATION,
HUDSON COUNTY AREA VOCATIONAL-TECHNICAL SCHOOLS,
North Bergen, N.J., May 9, 1975.

Hon. CARL PERKINS,
Chairman, House Subcommittee on Elementary, Secondary, and Vocational Education, Rayburn Office Building, Washington, D.C.

DEAR MR. PERKINS: It was a distinctly unique experience for me to be in attendance at the hearing held on Thursday, May 1, 1975 in room 2175 of the Rayburn House Office Building. I wish to state my thanks and appreciation for the attention you, your colleagues and staff members paid to the testimony being presented. I believe Dr. Briggs, Superintendent of Schools for Cleveland had a well organized, highly informative, and pointed testimony, I concur with many of his concerns. Dr. Benjamin Whitten, President of the National Association of Large City Directors of Vocational Education, also had an opportunity to provide a prepared statement and make additional comments.

I am taking this opportunity to reinforce some of the points made. The school district which I represent has a responsibility for County Vocational-Technical Education in the most urbanized county in the country—Hudson County. We have one of the highest unemployment rates in the country, with particular concern for minority and Spanish speaking individuals, whose unemployment rate far exceeds that of the normal population, reaching a percentage figure of close to 50 per cent for young black and Puerto Rican individuals. Many of these young people have not and will not have access to Vocational-Technical Education programs that begin to meet their needs unless the legislation being proposed contains the following:

1. An option to use Federal funds for FACILITY CONSTRUCTION. The use of Federal funds in the State of New Jersey for the purpose has, for every dollar so used, generated $3 in return. This area of funding also provides for residual long range benefits over many years. I have been told by the Division of Vocational Education, State Department of Education in Trenton, that there could be planned over $100,000,000 worth of Vocational Educational construction, should Federal funds for this purpose be made available on a percentage basis. New Jersey still needs many facilities.

2. Continued support for EQUIPMENT PURCHASE up to 50 per cent matching level.

3. SUPPORT FOR ON-GOING PROGRAMS which have been proved to be effective and meeting the needs of both students and the requirements of the market place.

4. Continued support for the HANDICAPPED and the disabled on a categorical basis. Since all indications are that the urban areas are where most of the handicapped reside, the burden of providing Vocational-Technical Education falls to a great degree on those public educational institutions and agencies in the urban areas and large cities. There is much to be done in this area, particularly with regard to the multiple disabled.

5. Over the many years since the promulgation of the Vocational Education Act of 1963, its amendments of 1968, and the Higher Education Act of 1972, implementation has consistently had three characteristics:

a. Funding has been INSUFFICIENT to meet the mandates required by law.

b. Funding has generally been received too LATE to efficiently and effectively plan.

c. The sequence of providing a State Plan and the guidelines themselves must be revised in keeping with the above, and also to enable the LEAD TIME necessary to gather input from all local districts.

6. In the experience that I have had over the past three decades in my role as an educator, I have become more and more convinced that the trend toward moving Vocational-Technical Education out of the 11th and 12th grade or high school area is a miscalculation of youthful potential and should be reconsidered. Although many claim that our youth in the county schools are not equipped to make career decisions, it is my opinion that with a solid foundation of career education and an emphasis on clusters and options within occupational areas, our secondary youth can well receive training in Vocational-Technical Education that will enable them to seek gainful employment immediately upon completion of their program or graduation from high school. The myth being expressed by community and four year colleges that they are better equipped to provide Vocational-Technical Education should be analyzed in light of the following:

a. We have too long delayed the educational and vocational process of our youth and have pushed them out into society ill-equipped for employment, making it necessary for them to first start seeking experience and training. There is no need for this delay.

b. Vocational-Technical training at the post-secondary level in a community college or four year institution becomes more expensive because of the greater cost of instruction and administration than found at the secondary level.

c. The loss of productivity of our youth coupled with the cost of social programs, such as welfare and CETA additionally place a burden on Federal, State, and Local budgets. As a matter of fact, isn't it time that we considered very carefully the process necessary to alleviate the flow into the pipeline to CETA, since we have had 13 years of the Manpower and Training Act?

7. And lastly, I should like to reinforce the fact that there should be ONE SINGLE STATE AGENCY responsible for Vocational-Technical Education and that the 1202 Commission, at least in our state, has not served its purpose, since it is composed predominantly of the Board of Higher Education. Also, to my knowledge and to the knowledge of the New Jersey State Advisory Council on Vocational-Technical Education, there are no minutes available of meetings which have been held, should there have even been meetings of this Commission.

I realize that this letter has become rather lengthy. However, I do beg your indulgence and respectfully hope that you will give every consideration to the thoughts I have expressed here. Should you be interested in discussing this further with me, I should be very happy to meet with you at your convenience.

Sincerely,

MORTON MARGULIES, *Superintendent.*

VOCATIONAL AND OCCUPATIONAL EDUCATION

TUESDAY, MAY, 6, 1975

House of Representatives,
Subcommittee on Elementary, Secondary, and
Vocational Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call, in room 2257, Rayburn House Office Building, Hon. William Lehman and Hon. Tim Hall presiding.

Members present: Representatives Lehman, Blouin, Simon, Mottl, Hall, Quie, Pressler, and Goodling.

Staff members present: John Jennings, counsel to the majority; Charles Radcliffe, counsel to the minority.

Mr. Lehman. Let us call to order the hearing of the subcommittee on Elementary, Secondary, and Vocational Education.

The first witnesses today are—We would like to have as a panel the first witnesses, and, if Dr. James Horner, Dr. Garry Bice, and Dr. Charles Jones—If you would come down to the front table and begin your testimony.

You may read or summarize or whatever you see fit, but, without objection, we will include the written testimony into the record.

[Prepared statement of James T. Horner follows:]

Prepared Statement of Dr. James T. Horner, Professor and Chairman, Department of Agricultural Education, University of Nebraska-Lincoln

INTRODUCTION

Mr. Chairman, I am James T. Horner, Professor and Chairman of Agricultural Education at the University of Nebraska—Lincoln, speaking as Chairman of the Committee on Legislation for the Agricultural Education Division of the American Vocational Association, representing 12,000 teachers, teacher educators and supervisors of agricultural education programs. I am grateful for this opportunity to present information which we hope will be helpful. I respectfully request that my written testimony be entered in the record. However, in the interest of time, I will summarize my statement.

Our interest is in vocational education legislation and appropriations. More specifically emphasis in my statement is on vocational agriculture and its impact on thousands of young and adult students, preparing for entry and advancement in production as well as off farm agricultural jobs in secondary and post high schools across this nation. In addition, I will comment on vocational education administration, planning and funding; career guidance and exploration; curriculum-research and leadership development; student organization; and teacher preparation.

AGRICULTURE IS BASIC

The history of economic development in this nation is rooted in the productivity and strength of its agriculture. Food is one of the substances vital to life. Food must be produced, processed and distributed for human consumption. History records recurrent shortages of food and fiber. With the expected doubling of the world population by the year 2,000, such shortages could be repeated.

The challenge of meeting food needs of the nation and world is greater than at any time in recent history!

Vast amounts of various types of energy are essential to modern agriculture. Developments during the past few years, indicate the importance of production, processing and distribution of food as efficiently as possible on the natural resources available and at a minimum unit cost.

Americans receive the biggest food bargain in the world. Not only do they have the most abundant supply of high quality food, but it is at the least cost—only 17 percent of their disposable income.

Food and fiber produced by the American farmer and rancher counter oil in the balance of trade and in the development of national policy.

During the next several decades a heavy burden will be on the agricultural sector for sustaining a domestic food supply as well as international exchange purposes.

Forecasts indicate that we will need twice today's number of agribusiness personnel by 1980.

How we react to these needs depends, to a great extent, on the support we give to Vocational Education in Agriculture and development of Natural Resources, particularly our people.

For the first time in history, major vocational legislation is being considered which omits mention of agricultural education.

I have included as Appendix to my written statement a short summation by Charles Painter, of the complexity of modern farming in the heartland of this country. It is a brief analysis of the problems American farmers face in attempting to produce food and stay in business. It points up the high cost of technology as well as the uncertainties in agriculture. For example the pleasant dreams of many farmers turned into nightmares when their costs on some items doubled during 1974. *This suggests that agricultural education, especially for adults, must be extended and expanded.*

AGRICULTURAL EDUCATION: A SUCCESS STORY

It is essential that those who provide the necessary services to the pre- and post-production aspects of farmers and ranchers, as well as the producers themselves, maintain a high level of educative capacity in order to take advantage of and apply the fruits of research and technological advances to meeting the food, fiber and resource conservation needs of our Nation and world. This, in essence, is a major function of vocational education in agriculture.

Agricultural education is alive and well—in fact having growing pains. The total enrollment in vocational agriculture has, stimulated by cooperative local, state and federal fundings, grown to almost 1,000,000 including high school, post-secondary and adult students.

Still, the program does not reach its proportionate share of the labor force. Ten years ago the primary focus of instruction was on production agriculture. Now almost 50 percent of the students are studying for jobs in more than 100 off-farm agricultural occupations not even recognized ten years ago.

More than 12,000 teachers of vocational agriculture are engaged in one of the world's most important jobs, preparing people both youth and adults for work in agriculture, natural resources and environmental education in such careers as: (1) Farming and ranching; (2) ornamental horticulture and forestry; (3) agricultural resources and conservation; and (4) agricultural products, servicing, processing and marketing (e.g., machinery, feed, seed, fertilizer, and chemicals).

Enrollments have grown 30 percent in a ten year period. Post high school enrollments doubled in the past five years. Approximately 50,000 female students are now receiving instruction in agriculture compared to 1,000 in 1963. Of the "50 big cities" in the U.S., 45 conduct programs of instruction in vocational agriculture.

Nine out of ten secondary students receive supervised, on-the-job experiences and follow up instruction. *A phenomenal 80 percent completion rate is reported and 70 percent of our graduates gain employment in agriculture.*

Enrollments of disadvantaged and handicapped increased 50 percent from 1970 to 1972.

Agricultural education is playing a major role in molding the lives and leadership of tomorrow's guardians of our nation's agriculture and natural resources.

Expenditures for vocational education in agriculture should be considered an investment in the nation's future.

A recent research study conducted in Minnesota on the value of an adult farm business management education program involving both classroom and on farm instruction, revealed that for each dollar spent on the program $4.20 was received in return. It revealed that in addition to the direct benefits, the community received $9.06 in increased business for every dollar charged to farm business management education.

TO STRENGTHEN VOCATIONAL EDUCATION LEGISLATION

In developing vocational education legislation, we ask your consideration of some points that we feel strongly about and which we can validate. There is much good in the Vocational Education Act of 1963 and the 1968 and 1972 amendments, if they were adequately funded, fully implemented and properly administered. The progress in vocational education in the past eight to twelve years has been extraordinary. Though never fully funded, Federal participation has had a terriffic impact.

I believe Nebraska reflects the situation nationwide. Since 1969 we have had phenomenal growth in enrollment. Secondary enrollments have doubled from 28,013 to 55,043. Vocational adult enrollments have almost doubled from 18,727 to 32,426. Postsecondary enrollments have more than tripled, from 2,789 to 9,494.

We credit the incentive provided by federal funds to vocational education as the motivating force. The results have exceeded expectations in all respects.

The intention of federal vocational legislation has always been cost sharing not just initiating programs. Federal dollars have stimulated five-fold State and local financing of vocational programs.

While those of us in vocational education are confident that we are doing a good job, we need more funds to continue our role and to expand it where needed. *Even without any expansion of our efforts, as all of us know, it takes much more money now to accomplish the same task.*

EDUCATION, AN INVESTMENT

Vocational education is in a strategic position to help alleviate national unemployment. There is little unemployment in rural areas in agricultural industry and business. We know of no other educational program that could exert a greater impact on increasing the employability and thus earning and tax paying ability of people. Vocational education is a wise investment. It does not cost—it pays.

SOLE STATE AGENCY

The present sole state agency system of administering vocational funds has been a *key* to the efficiency and success of the current legislation and *must* be a feature of the new legislation. *To divide authority between state agencies responsible for secondary and postsecondary education is to invite duplication, overlapping, and waste.*

ADMINISTRATION

Federal and state administration of vocational education must continue to provide for a national advisory council and state advisory councils, in addition, new legislation should emphasize comprehensive statewide planning for vocational education.

Councils can and have been of great aid in developing successful programs. Two major criteria should guide the structure and function of advisory councils. First, they must be representative of the occupational area they are asked to serve; and second, they should be used in an advisory capacity rather than as a policy making body. Our concern is that agriculture and vocational agricultural education be clearly and specifically represented on such councils.

ENTREPRENEURSHIP

We ask your help in assuring that new legislation recognizes and mandates training for entrepreneurship. Training for gainful employment is a major objective of vocational education. But there is a strategic minority called entrepreneurs who will emerge and put labor, management, capital, land and other resources together to insure production—farmers and ranchers, small business owners and others. This group should have membership on state and national advisory councils, as should representative vocational teacher educators.

Somewhere in the process of "decategorization" a point has been reached where there is virtually no resource in the U.S. Office of Education to which we can turn for coordination of planning, program execution and leadership. Tragically, too many states have followed the same pattern.

We, therefore, ask your help in staffing the Office of Education in order that all vocational education disciplines will have a focus of national cooperation, coordination and leadership to enable more effective program planning, research and curriculum development.

SPECIFIED FUNDING

The feasibility of decategorization and decentralization is unquestioned. Its desirability is another matter. We do know, that vocational education did not achieve its widespread growth and public acceptance through application of this principle. Except for consumer and homemaking education, the earmarking of funds for occupational categories stopped with the 1963 Act. The overall result was that leadership and technical assistance for regular training programs not specifically earmarked for funds tended to be ignored.

VOCATIONAL TEACHER EDUCATION

Program growth in vocational technical education across these United States is restricted by the lack of an adequate supply of qualified vocational teachers. As was implied earlier, many programs are too important to risk losing through a system which does not specifically provide funds. Included among these are teacher education and leadership development at institutions with comprehensive undergraduate and graduate programs of vocational education. The legislators who developed the Smith-Hughes Act of 1917 saw the relationship between quality teachers and vocational programs to meet the needs of people in their communities. They built in teacher education specifically for that purpose. The implementation was a key factor in the effective vocational programs resulting from the Act. *We urge that funds be stipulated for teacher education.*

CAREER GUIDANCE AND EXPLORATION

A clear distinction should be made between vocational education and career education and adequate funding provided for each.

SUPPORT

We support increased funding for vocational education programs, in all occupational areas and at all levels, secondary, post-secondary and adult. Vocational student organizations which are integral with instruction should be fully recognized in new legislation. They promote leadership, citizenship and self-reliance and provide an excellent teaching tool.

We support legislation which strengthens vocational education through service functions, such as work-study, placement and follow up, curriculum development, teacher education, leadership, research and innovation.

FORWARD FUNDING

To facilitate effective planning by school administrators and other educators, we urge forward funding legislation.

CLOSING COMMENT

There are many other things that could be said. There is much merit in some proposed legislation which I have chosen not to highlight. Thank you very much. We are pleased and honored to have had this opportunity.

The following is supporting information, restatements or further explanation of materials presented in my verbal testimony.

Our interest is in vocational education legislation and appropriations. More specifically, emphasis in my statement is on vocational agriculture and its impact on thousands of young and adult students preparing for entry and advancement in production as well as off farm agricultural jobs in secondary and post high schools across this nation. In addition, I will comment on vocational education administration, planning and funding; career guidance and exploration; curriculum-research and leadership development; student organizations; and teacher preparation.

AGRICULTURE IS BASIC

The history of economic development in this nation is rooted in the productivity and strength of its agriculture. No matter what our job title, the employment of one in ten is in production agriculture. It has been estimated that four in ten of all the U.S. labor force is directly or indirectly engaged in agriculture.

Food is one of the substances vital to life. Food must be produced, processed and distributed for human consumption. History records recurrent shortages of food and fiber. With the expected doubling of the world population by the year 2,000, such shortages could be repeated. The challenge of meeting food needs of the nation and world is greater that an any time in recent history!

I have included as appendix to this statement a summation by Charles Painter regarding the complexity of modern farming in the heartland of this country. It is a brief analysis of the problems American farmers face in attempting to produce food and stay in business. The information is based on data from the vocational agriculture adult farm business management program conducted in Minnesota. It points up the high cost of technology as well as the complexity and uncertainties in agriculture and suggests that agricultural education must be extended and expanded. It illuminates the scope of the mission of vocational agriculture.

The agricultural *input* industries range from research in agricultural technology, production of insecticides, herbicides, pesticides and fertilizer to the manufacture and maintenance of farm machinery and equipment. These inputs supply and fuel the *production* of food and fiber which is the basic function of agriculture. Agriculture is vital to the nation's social and economic well-being. Production is the key to the total economic process. That is where new wealth comes into being to keep the wheels of industry turning.

The agricultural *output* industries comprise the other step in the agricultural equation. These include the total spectrum of marketing, processing, distributing and servicing the products of farm and ranch. To say that agriculture is more than farming is to belabor the obvious.

Vast amounts of various types of energy are essential to modern agriculture. Developments during the past few years, indicate the importance of production, processing and distribution of food as efficiently as possible on the natural resources available and at a minimum unit cost.

I would be remiss not to mention that the rate of growth in agricultural efficiency has been twice as rapid as that in other segments in our economy resulting in Americans receiving the biggest food bargain in the world. They not only have the most abundant supply of high quality food, but it is at the least cost—only 17 percent of their disposable income. What other field has had such a rapidly rising output per man? What other sector is so competitive on the world export market at floating international exchange rates?

Agriculture has become a significant instrument of foreign policy and international relations. Agricultural exports have increased from $8.5 billion to $19 billion in two years. Food and fiber produced by the American farmer and rancher counter oil in the development of national policy. This has resulted in serious diminution in resources plus declining stocks of processed foods and grain. It has been accompanied by steep price increases in the materials of production. Agriculture serves, not only to feed this nation and millions beyond our shores, but also as an integral link in the chain of foreign policy.

During the next several decades a heavy burden will be on the agricultural sector for sustaining a domestic food supply as well as for international exchange purposes.

Agriculture is the number one economic factor in America today and to insure its continued growth, will assure Americans an opportunity for a better life.

Forecasts indicate that we will need twice today's number of agribusiness personnel by 1980. How we react to these needs depends, to a great extent, on the support we give to Vocational Education in Agriculture and development of Natural Resources particularly our people.

Those who have benefited from and made contributions to agricultural education are aware that the pivotal position of food and fiber to the destiny of the nation and world has not diminished.

We have observed the legislative trends toward generality and away from specificity. There is claim of decategorization but, in fact, new categories are created. It seems a strange anomaly that the basic, tried and proven Smith-Hughes legislation had agriculture as its central impetus.

For the first time in history, major vocational legislation is being considered which omits mention of agricultural education.

AGRICULTURAL EDUCATION: A SUCCESS STORY

It is essentia[illegible] that those who provide the necessary services to the pre-and-post-production aspects of farmers and ranchers, as well as the producers themselves, maintain a high level of educative capacity in order to take advantage of and apply the fruits of research and technological advances to meeting the food, fiber and resource conservation needs of our nation and world. This, in essence, is a major function of vocational education in agriculture.

Agricultural education is alive and well—in fact having growing pains. The total enrollment in Vocational Agriculture has, stimulated by cooperative local, state and federal funding, grown to almost 1,000,000 including high school, post-secondary and adult students.

Still, the program does not reach its proportionate share of the labor force. Ten years ago the primary focus of instruction was on production agriculture. Now almost 50 percent of the students are studying for jobs in more than 100 off-farm agricultural occupations not even recognized ten years ago.

More than 12,000 teachers of vocational agriculture are engaged in one of the world's most important jobs, preparing people both youth and adults for work in agriculture, natural resources and environmental education in such careers as: (1) Farming and ranching; (2) ornamental horticulture and forestry; (3) agricultural resources and conservation; (4) agricultural products servicing, processing and marketing (e.g., machinery, feed, seed, fertilizer and chemicals).

Enrollments have grown 30 percent in a ten year period. Post high school enrollments doubled in the past five years. Approximately 50,000 female students are new receiving instructi[illegible] in agriculture compared to 1,000 in 1963. Of the "50 big cities" in the U[illegible]5 conduct programs of instruction in vocational agriculture.

Agricultural education boasts of instructional programs based on needs. Nine out of ten secondary students receive supervised, on-the-job experiences and follow up instruction. ***A phenomenal 80 percent completion rate is reported and 70 percent of our graduates gain employment in agriculture.***

Vocational educators in agriculture pride themselves on gearing instruction to the needs of each student. They have helped thousands of disadvantaged and handicapped students. Enrollments of disadvantaged and handicapped increased 50 percent from 1970 to 1972.

Agricultural education is playing a major role in molding the lives and leadership of tomorrow's guardians of our nation's agriculture and natural resources.

Expenditures for vocational education in agriculture should be considered an investment in the nation's future.

A recent research study conducted in Minnesota on the value of an adult farm business management education program involved both classroom and on farm instruction, revealed that for each dollar spent on the program, $4.20 was received in return. It revealed that in addition to the direct benefits, the community received $9.06 in increased business for every dollar charged to farm business management education.

The challenge of meeting future food needs is greater today than at any time in recent history. The need for more vocational education in agriculture is as real and as urgent as is our need for abundant supplies of food!

TO STRENGTHEN VOCATIONAL EDUCATION LEGISLATION

In developing vocational education legislation, we ask your consideration of some points that we feel strongly about and which we can validate. There is much good in the Vocational Education Act of 1963 and the 1968 and 1972 amendments, if they were adequately funded, fully implemented and properly administered. The progress in vocational education in the past eight to twelve years has been extraordinary. Though never fully funded, Federal participation has had a terrific impact.

I believe Nebraska reflects the situation nationwide. Since 1969, we have had phenomenal growth in enrollments. Secondary enrollments have doubled, from 28,013 to 55,043. Vocational adult enrollments have almost doubled, from 18,727 to 32,426. Postsecondary enrollments have more than tripled, from 2,789 to 9,494.

We credit the incentive provided by federal funds to vocational education as the motivating force. The results have exceeded expectations in all respects. *The intention of federal vocational legislation has always been cost sharing not just initiating programs.* Federal dollars have stimulated five-fold State and local financing of vocational programs. Justification of the federal responsibility in education is based on the increasing mobility of our population. It should not be the community's sole responsibility to provide all educational costs. The cost sharing concept, upon which federal support for vocational education has been based, is realistic and equitable. Federal funds have been catalytic as evidenced by the increasing enrollments.

While those of us in vocational education are confident that we are doing a good job, we need more funds to continue our role and to expand it where needed. The General Accounting Office in its report, "What is the Role of Federal Assistance for Vocational Education?" pointed out, among other things that, (1) Projections of national economy indicate increased demands for vocationally skilled manpower and (2) Large numbers of youth leave school without skills needed for employment, and many subsequently are unemployed. *Even without any expansion of our efforts, as all of us know, it takes much more money now to accomplish the same task.*

EDUCATION, AN INVESTMENT

Vocational education is in a strategic position to help alleviate national unemployment. There is little unemployment in rural areas, in the agricultural industry and business. We know of no other educational program that could exert a greater impact on increasing the employability of people. Vocational education is a wise investment. It does not cost—it pays. Money spent for vocational education provides people with expanded-earning capabilities so they may earn more wages and consequently will contribute more in taxes. Thus, educated or trained people pay into the economy more than they receive.

SOLE STATE AGENCY

The present sole state agency system of administering vocational funds has been a *key* to the efficiency and success of the current legislation and *must* be a feature of the new legislation since it embraces a unified, comprehensive planning and delivery system for vocational education. It enhances efficiency and accountability. *To divide authority between state agencies responsible for secondary and post secondary education is to invite duplication, overlapping, and waste.* An articulated vocational education effort is essential to help people progress through the stages of their education and be properly prepared for employment, including entrepreneurship. We feel that divided responsibility at the state level would threaten that effort.

ADMINISTRATION

Federal and state administration of vocational education must continue to provide for a national advisory council and state advisory council. In addition, new legislation should emphasize comprehensive statewide planning for vocational education .

Advisory councils have been utilized at the local community level. In recent years, the role and function of advisory councils on the state and national levels have taken on increased significance in program planning as well as evaluation. Such councils can be and have been of great aid in developing successful programs. Two major criteria should guide the structure and function of advisory councils. First, they must be representative of the occupational area they are asked to serve; and second, they should be used in an advisory capacity rather than as a policy making body.

In this plea it is our concern that agriculture and particularly vocational agricultural education be represented. To insure this, we ask that the rubics guiding the selection of advisory council members clearly and specifically identify agriculture. To lump agriculture with labor and management will not insure this representation.

ENTREPRENEURSHIP

We ask your help in assuring that new legislation recognizes and mandates training for entrepreneurship. Training for gainful employment is a major objective of vocational education. But there is a strategic minority called entrepreneurs who will emerge and put labor, management, capital, land and other resources together to insure production. Farmers and ranchers, small business owners and others who desire to risk their futures need a continuing educational opportunity from the secondary level throughout their careers. This group should have mandated membership on the state and national advisory council. It is recommended that where advisory council members are identified, representatives of vocational teacher educators be included.

Somewhere in the process of "decategorization" a point has been reached where there is virtually no resource in the U.S. Office of Education to which we can turn for coordination of planning, program execution and leadership. Tragically, too many states have followed the same pattern.

We, therefore, ask your help in staffing the U.S. Office of Education in order that all vocational education disciplines will have a focus of national cooperation, coordination and leadership to enable more effective program planning, research and curriculum development. Programs are offered and teachers teach in specific fields of endeavor that will be helpful to the individual in acquiring and holding employment whatever his/her personal status or condition. Bureaucratic reorganization at this point has missed the mark. Homogenization does not insure equality or quality any more than averaging assures equity of educational opportunity.

SPECIFIED FUNDING

The feasibility of decategorization and decentralization is unquestioned. Its desirability is another matter. To a limited degree consolidation might be effective. There is no way to ascertain the long run consequences of such. We do know that vocational education did not achieve its widespread growth and public acceptance through application of this principle.

Except for consumer and homemaking education, the earmarking of funds for occupational categories stopped with the 1963 Act. "Freedom" to direct the use of funds was intended to give state agencies and local school districts more flexibility in dealing with the needs of their constituents. The overall result was that leadership and technical assistance for regular training programs not specifically earmarked for funds tended to be ignored. In some instances this meant diminution of the primary goal of vocational education—preparation for employment. This failure, to provide needed leadership and technical assistance to the occupational fields raises serious questions.

A reversal of the trend toward generality will be required if we are to move toward speficity—vocationally oriented.

VOCATIONAL TEACHER EDUCATION

Program growth in vocational technical education across these United States is restricted by the lack of an adequate supply of qualified vocational teachers. As was implied above, many programs are too important to risk losing through a system which does not specifically provide funds. Included among these are teacher education and leadership development at institutions with comprehensive undergraduate and graduate programs of vocational education.

The problem does not start at the university. It is caused by people needing vocational education for improving their lives in their communities. All programs and activities are developed to meet the needs of the people for whom the local program is designed. The legislators who developed the Smith-Hughes Act of 1917 saw this relationship. They built in teacher education specifically for that purpose, not just to include a program at some college as part of the Act. To make certain that this intent did not go astray before reaching the intent of the Act, some specific requirements were included. For example, note these key points in the Smith-Hughes Act.

1. Provided for a permanent and continuing appropriation for the preparation of teachers, supervisors and directors for the subject field (Agriculture, Home Economics, etc.)
2. Made it mandatory for each state accepting the provisions of the Act to use the minimum amount appropriated for the training of teachers in order to secure other benefits.
3. Required State Boards to prepare state plans for vocational education including plans for training of teachers.
4. Stipulated that funds appropriated for the preparation of teachers be matched dollar for dollar by the State or local community or both and used for the maintenance of such training. Furthermore, that not more than 60 nor less than 20 percent of the money appropriated to any State in any year shall be expended for teacher education in the subject field.
5. Prohibited the use of funds for purchase, erection, preservation, or repair of any building or equipment or rental, etc.
6. Required coordination of teacher education programs with the State Board.

The mission of vocational teacher education was to provide leadership for the local programs of vocational education. Also, that it was to be planned and financed through the 3-way process of federal, state, and local concept. And this was to insure that the local people could work with the teacher in developing needed vocational programs. The implementation of this concept was a key factor in the effective vocational programs resulting from the Act.

Some concerns of those in the profession regarding funding of vocational teacher education are as follow:

1. Trend toward withdrawal of state vocational funds for vocational teacher education.
2. The lack of continuing commitment of vocational funds for pre-service and in-service vocational teacher education, research, curriculum, evaluation and professional development of teacher educators.
3. The trend toward piecemeal funding by proposal of basic vocational teacher education functions.
4. The lack of participation of vocational teacher educators in development of comprehensive state plans.
5. The lack of adequate vocational teacher education for existing and emerging occupations and for individuals with special needs.
6. Increasing lack of recognition on the part of teacher education institutions of the non credit-hour generating functions of teacher education. (Ex. in-service workships, conferences, instructional materials development).
7. The trend toward the application of uniform quantitative standards to all segments of the higher education teaching function which fails to recognize the unique characteristics of vocational teacher education.
8. The trend toward reducing the specialized type of preparation required for vocational teachers. (Ex. methods courses, student teaching).
9. False admission restrictions in vocational teacher preparation resulting from wrong assumptions about a "surplus" of teachers.

We urge that funds be stipulated for teacher education in proportion to the amount of funds allocated to states for vocational education and that to participate in the program authorized by new legislation a State "shall submit, as part of its State plan, the policies and procedures to be used by the State Board in providing preservice and inservice vocational-technical teacher education programs at accredited institutions, and that Teacher Educators shall be represented in the development of such policies and procedures."

CAREER GUIDANCE AND EXPLORATION

We believe that the legislation should single out career guidance and career exploration as an area of priority concern, thus recognizing the importance of realistic vocational choice. A clear distinction should be made between vocational education and career education and adequate funding provided for each.

SUPPORT

We support funding for vocational education programs in agricultural education, business and office education, distributive education, home economics occupations, health occupations, technical education, and trade and industrial education. Because of their unique contributions to carrying out the objectives of vocational education, industrial arts and homemaking education programs are also encouraged. Secondary and postsecondary programs, including adult education, should share in the funds requested by the comprehensive state plan.

We further support federal vocational legislation which brings into prominence the service functions that support and strengthen the vocational education enterprise. Provision should be made for a greatly expanded teacher education program (preservice and inservice), continuation of leadership development in the form of awards for graduate study, and emphasis on placement and followup. In addition, provision for student support programs in the form of stipends and work-study funds should be made. This latter would be to ensure a new outreach effort that will bring in adults whose financial obligations would otherwise prevent them from enrolling in vocational programs. This should be aimed at people in the educational, social, and economic structure who are unemployed and underemployed and need training or retraining.

Further, we are concerned with the need for a quality dimension in vocational education, the need for discovery, innovation and self correction. For this it is necessary that continued support be given for research, curriculum development, exemplary demonstration and implementation programs, and leadership development worskhops, symposiums, and other projects.

VOCATIONAL STUDENT ORGANIZATIONS

Funding support for vocational student organizations should also be included. Vocational student organizations serve effectively in the development of leadership, the promotion of citizenship and self-reliance. They provide an excellent teaching aid and stimulation for learning. We ask that those which are *integral* with instructional programs be fully recognized in any new legislation.

FORWARD FUNDING

To facilitate effective planning by school administrators and other educators, we urge forward funding legislation.

CLOSING COMMENT

There are many other things that could be said and there is much merit in some proposed legislation which I have chosen not to highlight. I have hopefully mentioned enough points to provide for an exchange of views should you have questions. Thank you very much. We are pleased and honored to have had this opportunity.

APPENDIX

(Adapted from)

A YEAR OF PROSPERITY—WAS IT FOR REAL?

(By Charles Painter, Adult Vocational Agriculture Education Coordinator, Austin Public Schools, Austin, Minn.)

What is happening to America's agriculture? Anyone familiar with farming, however slightly, recognizes a situation unprecedented in the nation's history. No one expert, however, can see far into the future.

It began in the last half of 1972 and brought to our North Central farmers a temporary prosperity previously undreamed of. A sudden upsurge in prices produced a new plateau for grains that was practically double the previous ten-year average. Favorable livestock prices in 1973 more than compensated for higher feed costs. At the same time, the rise in farm production costs were negligible.

Thousands of farm records from ten Southern Minnesota groups revealed some amazing results. The records from Southern Minnesota are quite representative of corn-belt agriculture. From 1967 through 1971 the Southern Minnesota groups had yearly labor earning averages usually ranging from as low as $5,000 to as high as $11,000. Variations within the group often showed the high 20% with net profits several times that of the low 20%. * * *

If the differences seem unbelievable, an example may explain the impact of a sudden price increase. A 100-bushel per acre corn crop in 1970 probalby cost the Southern Minnesota corn grower from $85 to $95 not including his time. Assuming a $95 cost and a $7.15 price, his return for labor would be $20.

Even if 1973 costs had risen to $105 per acre and the price to $2.45 per bushel, the return for labor would be $140 or seven times what the 1970 calculation shows. If five hours' labor was involved in producing one acre of corn, the return per hour's work would have been $4 in 1970 as compared to $28 in 1973. Few people, including the farmer himself, fully comprehended the magnitude of this gain from price increases.

An expected second phase in this agricultural price revolution has taken place since 1973. The favorable cost-price situation has changed drastically. Some of the farmers' costs items doubled in 1974. Grain prices kept pace. Increased grain prices were in part at least influenced by unfavorable weather conditions. Where yields have been comparable, Southern Minnesota farmers will show net profits from crops similar to 1973. However, the increased prices will not have offset the combination of higer costs and reduced yields for most of the area.

Twenty-five years ago the word "farmer" conveyed the generally accepted picture of one operating a crop and livestock unit. The crops produced were mostly fed to livestock. As farming became less diversified, the term "farming" began to take on many meanings. Generalizations are no longer applicable. One may correctly assume that more and more farms are growing crops only. Others produce only livestock.

Specialization has tended to reduce the number of problems common to all farmers. Farmers are finding themselves confronted by the disturbing situation of working toward different ends. The crop producer wants a high price for grains. The livestock grower wants low-priced feed. A corn price of $3.50 per bushel is good for the man who raised several thousand bushels of corn. It spells disaster to the cattle feeder who is finishing out $37-per-hundred cattle.

The North Central dairy farmer is still usually a diversified operator. He generally raises most of the roughage that his herd consumes. Large beef feeding operations produce little of the total feed that goes into their feed lots. The farmer who was diversified in 1974 probably got a high return for the labor spent on the feed he produced, only to at best, break even on the livestock he raised. Minnesota farmers got an average of about $41 per hundred pounds of live pork in 1973. From $20 to $23 of this represented feed cost. Housing, equipment, electricity, veterinary, custom work, interest, and miscellaneous costs ranged from $5 to $7 leaving the prodncer from $13 to $15 for his labor—about one hour. With $3.25 per bushel for corn, 1974 feed costs were near $28 leaving about $1 to $2 for labor from $35 hogs.

The recent beef-feeding situation has been a disaster. At $45 per hundred, 1973 finished beef would have returned well over $20 to labor. Most of the animals had been purchased for slightly less per hundred than the price received. They were sold on a slight margin. Cattle sold during the first half of 1974 cost considerably more per hundred than the selling price. Feed costs of $36 per hundred for finishing calves and $49 per hundred for short-fed cattle resulted in actual losses often exceeding $100 per head. Cattle feeders paid as much as $250 each, and more, for calves in the fall of 1973. The cattle feeder who markets 1,000 head each year can go broke fast enough on $30 per head losses! The operation that feeds out 100,000 cattle lost millions in 1974.

It cost about $125 more to feed a dairy cow in 1974 than in the previous year. This, with other added costs, left the dairyman with a 1974 labor return of less than half the 1973 per hour income of perhaps $7 for the most efficiently-managed herds. The average dairyman probably worked for nothing in 1974. The contrast of $20 to $25 per hour for labor spent on even inferior 75-busher corn and 25-busher soybean yields points up the inconsistency of farming economics in 1974. Farming last year was obth very good and very bad—good for the crop producer fortunate enough to have near-average yields but bad for those whose crops failed or those who had chosen the livestock route. For the livestock producer the pleasant dream of prosperity in 1973 turned into the nightmare of 1974.

STATEMENTS OF DR. JAMES T. HORNER, PROFESSOR AND CHAIRMAN, DEPARTMENT OF AGRICULTURAL EDUCATION, UNIVERSITY OF NEBRASKA-LINCOLN; DR. GARRY R. BICE, DIRECTOR, RESEARCH COORDINATING UNIT, KNOXVILLE, TENN.; DR. CHARLES I. JONES, PROFESSOR, VOCATIONAL TECHNICAL EDUCATION, CHAIRMAN, DEPARTMENT OF OCCUPATIONAL, ADULT AND SAFETY EDUCATION, MARSHALL UNIVERSITY, HUNTINGTON, W. VA., ACCOMPANIED BY LUTHER LALUM, INSTRUCTOR OF VOCATIONAL AGRICULTURE, KALISPELL HIGH SCHOOL, KALISPELL, MONT.

Dr. HORNER. Mr. Chairman, before I start my testimony, please permit me to present Mr. Luther Lalum, who is instructor of Vocational Agriculture at Kalispell High School, Kalispell, Mont. He is president of the National Vocational Agricultural Teachers' Association, some 12,000 strong. He can perhaps assist in answering questions that may be asked later.

I am James Horner, professor and chairman of agricultural education at the University of Nebraska, representing the 12,000 teachers and teacher educators and supervisors of agricultural education programs.

I am indeed grateful for the opportunity to present information which I hope will be helpful and, of course, request that the written statement be entered in the record, as you have suggested. I will summarize my statement in the interest of time.

Specific emphasis of my testimony will be on vocational agriculture, its impact on thousands of young students, adults, posthigh school students, who are off farm as well as agricultural production jobs in high school and the postsecondary level.

In addition, I plan to comment briefly on vocational education administration, planning and funding; career guidance and exploration; curriculum-research and leadership development; student organization; and teacher preparation.

Agricultural education is basic. Food certainly is one of the substances vital to life. Food must be produced, processed, and distributed for human consumption. History records recurrent shortages of food and fiber. With the expected doubling of the population by the year 2000, such shortages could well be repeated.

The challenge of meeting food needs of the Nation and the world is greater than at any time in recent history.

Vast amounts of energy are essential to modern agriculture. Developments in recent years indicate the importance of production, processing, and distribution of food with the minimum of natural resources, minimum of unit cost, and as efficiently as possible.

Americans receive the biggest food bargain in the world. Not only do we have the most abundant supply of high quality food, but at the least cost. Only 17 percent of disposable income.

Food and fiber produced by the American farmer and rancher counter oil in the balance of trade and in the national policy development area.

Certainly a heavy burden is on agriculture for sustaining the domestic food supply, as well as international exchange purposes.

It has been indicated that we will need twice the number of today's agribusiness people by the year 1980. How we react to these needs depends to a great extent on the support we give to vocational education in agriculture and development of natural resources, particularly our people.

For the first time in history, however, major vocational legislation is being considered which omits mention of agricultural education.

I have included as appendix to my written summation a statement by Charles Painter regarding the complexity of modern farming in the heartland of our country. It is a brief analysis of the problems faced by the American farmers in attempting to produce food and at the same time stay in business.

It points up the high cost of technology and the uncertainties in agriculture where certainly the pleasant dreams of many farmers turn into nightmares when there is the doubling of some of their costs in 1 year, 1974.

Certainly, this suggests that agricultural education, especially for adults, must be extended and expanded.

I would like to comment on agricultural education as a success story, to take advantage of the fruits of research and technological advances in meeting the food, fiber, and resource conservation needs of our world. This is the major function of agricultural education.

Ag education is alive and well. In fact it is having growing pains. It has been stimulated by cooperative Federal funding, State funding, and local funding. It has grown to almost 1 million people, including high school and post-high school and adult programs.

Still, the program does not reach its proportionate share of the labor force. Ten years ago, the primary focus of instruction was on production agriculture. Now almost 50 percent of our students are enrolled in some 100 different jobs in nonfarm occupations not even recognized 20 years ago.

The 12,000 ag teachers prepare people, youth and adults, in the agricultural and environmental education areas such as farming and ranching; ornamental horticulture and forestry; agricultural resources and conservation; and agricultural products, servicing, processing, and marketing, such areas as farm machinery, feed, seed, fertilizer, and agricultural chemicals.

Enrollments have grown 30 percent in a 10-year period. Post-high school enrollments have doubled in the past 5 years. Approximately 50,000 of our students are now females, compared to a mere 1,000 in 1963. Of the 50 big cities in the United States, 45 now offer programs of instruction in vocational agriculture.

Nine out of 10 of our secondary students receive supervised, on-the-job experiences and instruction. A phenomenal 80-percent-completion rate is reported, and between 70 and 80 percent of our graduates are employed in agriculture.

Enrollments of disadvantaged and handicapped increased 50 percent between 1970 and 1972.

Ag education is playing a major role in molding the lives and leadership of tomorrow's guardians of our Nation's agriculture and natural resources.

Expenditures for vocational education in agriculture should certainly be considered an investment in the Nation's future.

A recent research study conducted in Minnesota on the value of an adult farm business management education program indicated that for each dollar spent on the program, $4.20 was received in return, and also revealed that the benefits to the community were $9.06 in increased business activity for each dollar spent on the program.

To strengthen vocational education legislation, I comment that there is much good in the Vocational Education Act of 1963, with the 1968 and 1972 amendments, if they were fully funded, fully implemented, and properly administered.

Progress in the vocational education area in the past 8 to 12 years has certainly been extraordinary. Though never fully funded, Federal participation has had a terrific impact.

I believe Nebraska reflects the situation nationwide on this point. Since 1969, we have had phenomenal growth in enrollment. Our secondary enrollment has doubled. Vocational adult enrollments have doubled. Postsecondary enrollments have more than tripled.

We credit the incentive provided by Federal funds to vocational education as the motivating force.

The intention of Federal vocational legislation has always been cost sharing rather than simply initiating new programs. Federal dollars have stimulated fivefold State and local financing of vocational programs.

While those of us in vocational education feel that we are doing a good job, we certainly need more funds to continue our role and to expand it where needed. Even without any expansion of our efforts, as all of us know, it takes much more to accomplish the same task.

As for education considered as an investment, certainly vocational education is in a strategic position to help alleviate the national unemployment situation. There is little unemployment in rural areas in agricultural industry and business.

We know of no other educational program that could exert a greater impact on increasing the employability and thus earning- and tax-paying ability of people. Vocational education, as we see it, is a wide investment. It does not cost; it pays.

A comment on the sole State agency. Certainly the present sole State agency system of administering vocational education has been a key to the efficiency and success of the current legislation and we feel must be a feature of the new legislation.

To divide authority between State agencies responsible for secondary and postsecondary education is to invite duplication, overlapping, and waste.

In the area of administration, we believe that legislation must continue to provide for national advisory and State advisory councils. In addition, we feel that it must emphasize comprehensive statewide planning for vocational education.

Advisory councils can and have been very helpful in developing programs. We feel that there are two criteria which should guide the structure and function. First, they must be representative of the occupational area which they are asked to serve. Second, they must be advisory, rather than policymaking, bodies.

Our concern is that agricultural education clearly and specifically be represented on such councils.

A COMMON GROUND ON ENTREPRENEURSHIP

With your help, we feel that we must mandate training for entrepreneurs. They are a strategic minority. We think they will emerge more and more in the future and will put labor, management, capital, land, and other resources together to insure production, and that includes farmers and ranchers, small business owners, and others.

This group, we feel, should have membership on State and national advisory councils, and, incidentally, representatives of vocational teacher educators also are in that group.

Somewhere in the process of decategorization, a point has been reached where there is virtually no resources available in the U.S. Office of Education to which we can turn for coordination of planning, program execution, and leadership. Tragically, too many States have followed the same pattern.

We, therefore, ask your help in staffing the Office of Education, so that all vocational education disciplines will have a focus of national cooperation, coordination, and leadership, which will enable more effective planning of programs, research, and curriculum development.

Regarding specified funding, the feasibility of decategorization and decentralization is unquestioned. Its desirability is another matter.

We do know that vocational education has not gained and achieved its widespread growth and public reputation through the application of this principle.

The overall results of nonidentification of programs has reduced the leadership and technical assistance for regular training programs. Some have been ignored.

As to vocational teacher education, program growth nationally across the country has been restricted because of the lack of adequate supply of qualified teachers.

As it was implied earlier, many programs are too important to risk losing through a system which does not specifically provide funds. Included, we feel, is teacher education and leadership development at institutions with comprehensive graduate and undergraduate programs of vocational education.

The legislators who developed the Smith-Hughes Act in 1917 saw the relationship between quality teachers and vocational programs to meet the needs of their communities. They built in teacher education specifically for that purpose.

The implementation was a key factor in the effective vocational programs resulting from the act. We urge that funds be stipulated for teacher education.

Regarding career guidance and exploration, we feel a clear distinction should be made between vocational education and career education, and adequate funding provided for each.

We support increased funding for all occupational areas and at all levels, secondary, postsecondary, and adult, and funding for student organizations which are integral with instruction promote leadership, citizenship, and self-reliance and provide an excellent teaching tool.

We support legislation and funding for service functions such as work-study, placement and follow-up, curriculum development, teacher education, leadership, research, and innovation.

With regard to forward funding, we urge forward funding to facilitate effective planning by school administrators and other educators.

In closing, there are many other things that could be said. There is much merit in some of the proposed legislation which I have not chosen to highlight.

We do thank you very much. We are pleased and honored to have had this opportunity. Thank you, sir.

Mr. LEHMAN. We would probably let each member of the panel continue and then we will open it up for questions.

Mr. SIMON. Mr. Chairman, if I may just ask one question because I won't be here. I may have misunderstood you. Did you say that there is low unemployment in the rural areas?

Dr. HORNER. Rural areas in agriculture business and industry. Right.

Mr. SIMON. You are speaking of Nebraska only.

Dr. HORNER. No, sir, across the country.

Mr. SIMON. Well, I am from a rural area in southern Illinois where we have a very high unemployment, and that it why I am curious.

Dr. HORNER. In the agricultural business and industry?

Mr. SIMON. We have generally high unemployment.

Dr. HORNER. In the ag business and industry?

Mr. SIMON. How do you segregate your unemployment? How do you gage that? In other words, let us say you have Smith County in Nebraska or Norfolk County or——

Dr. HORNER. The Labor Department, of course, categorizes by variety of areas, manufacturing, housing, construction, agriculture, and this would be our categorization as well.

Mr. SIMON. Frankly, I am curious how even the Labor Department can categorize that way.

Dr. HORNER. I am not sure I understand.

Mr. SIMON. My concern, and I don't want to hold this up, but my concern is the general picture. There was a conference just last week or the week before last here in Washington on the problems of rural America where the picture is quite to the contrary, that there is high unemployment in rural America.

Dr. HORNER. I would suggest, sir, that there may be quite a high underemployment. I think there is a difference between unemployment and underemployment. We are talking about a minimum income, for example. An awful lot of agricultural people——

Mr. SIMON. I am aware of that, but there is also a high unemployment rate, people actually out of work, not just underemployed, in rural America.

Dr. HORNER. In the agricultural business? I am specifying agricultural business and industries.

Mr. LALUM. May I interject something? I think maybe what he might be talking about here is agriculture as still being a real vital industry and that they are employing, as they have been employing in the past. The machinery dealers are doing well. That is, the farmers are buying. Elevators are doing as well as they were before.

The point, I think, of this within the agricultural industry; it is still a busy area.

Mr. SIMON. It is a stable area regardless of what happens to the price of soy beans? You still have to have so many people working out in the fields and so forth?

Mr. LALUM. Right.

Mr. SIMON. And I agree with the general thrust of what he had to say. I was just curious about that. Excuse me, Mr. Chairman.

Mr. LEHMAN. The next gentleman may proceed now.

Dr. BICE. I am Garry Bice of the University of Tennessee. I am director of the research coordinating unit for vocational education. I have responsibilities to the State Division of Vocational Education as well as to the university.

I am involved with teacher education, research, curriculum development, and support service areas, and I would like to speak just to those areas at this time.

You have my statement for inclusion in the record. I would like to comment on teacher education. I know that at this point in time that it is possible to use part B funds for teacher education. Some States are using a large share of their funds for that purpose. Others are withdrawing support for teacher education, I think at a time when higher education itself is in a period of retrenchment, if you will, putting the pressure on low yield, high cost programs to produce teachers.

It becomes more important that we in vocational education particularly see that this area has the support it needs, not necessarily just for the operation of teacher education programs, but for the opportunity to experiment with new models for training teachers.

I would suggest that some of our current programs probably are outdated, although they are doing the best they can at this point, and we need to identify or come up with some new ways to train the large number of vocational teachers that we are going to be needing this year and in the future.

One of the problems related here is that States hesitate to use State funds for teacher education—I am sorry—for exploring new teacher education models. They need a more immediate output for their dollars invested.

I would suggest that perhaps some specific identified additional support at the Federal level is much needed in this area to develop new alternatives and systems for training teachers.

I would support the idea of increased leadership from the Federal level on planning, and this is planning at the local level among State agencies and between States in a regional and national basis.

We have some concerns, very specifically, if I can use the State of Tennessee as an example. Many of our large or high-employment areas are on the borders with other States. Memphis borders Missouri, Arkansas, Mississippi, and other States. Chattanooga is close to Alabama, Georgia, and so forth. Kingsport, the tri-cities area, borders on Kentucky, Virginia, and North Carolina.

Our problem is that planning stops at the State line and, when people go to look for jobs, they don't stop at the State line. We can identify the manpower supply and demand within our own State, but we don't have a handle on the—either the supply or demand that goes across the State lines.

I think there is much need to improve the planning effort, particularly across political boundaries.

Another area that I am much concerned with is curriculum support services. Another example is Tennessee. We use a lot of State funds to provide for bricks and mortar for training or for vocational education programs. We have in the neighborhood of $197 million for a 2-year period for bricks and mortar.

Those things look good. We can identify them. We can see them. We don't have that much—that kind of support for curriculum and personnel development and audio-visual material development for use in the classroom.

I am afraid, if we don't provide more specific support and leadership, particularly for the support services, we are going to have new buildings with old programs and teachers. I am referring to old teachers in the sense that they are prepared for teaching in the past and not necessarily chronological age.

The primary area in which I am concerned, of course, is research and development. I think that we need a new partnership of some sort between the Federal and State levels to attack the problems that really affect vocational education at the classroom level.

We at this point have the opportunity for a few dollars for research. I think it is about $9 million that is divided up among the States on a formula basis, which would almost buy a third of a 747, if we want to put it in those terms.

We are trying to solve all of our problems with those few dollars.

The second problem related to that is that of Federal funds. The commissioner's share, for example, of about $9 million again is divided up on a basis which really provides little coordination between the State and the Federal levels.

We need a concerted effort to develop a network at the national and regional level that sort of forms—serves as a radar device out there, to anticipate problems, to anticipate the factors that affect the learning situations in the classroom without adequate Federal support.

I don't think this will be accomplished because States have to use their funds to solve individual State problems without too much concern across State lines or regional basis.

There are some problems that can be solved on a regional basis much more efficiently and effectively than they can on a State level basis.

I think that we do have an effective vocational education program in the States. We have an inadequacy at this point in our data systems. I think you have had some testimony on this previously. I would opt for some additional leadership at the Federal level to develop a management information system that will better provide the information we need to make timely decisions which go into the planning process obviously.

I think that in the area of professional development, if I can go back just a little bit, in relationship to the EPDA programs funded under part F, I think there is a need to bring that specifically back into vocational education and provide funding on a timely basis in order that we may in the States identify potential leaders in vocational education early enough in the year so that they will not upset their school system by leaving in April or May of the year to go to school in September.

I am referring specifically to the problems in relationship to impoundment of funds and recision proposals for funding of EPDA programs.

I know the U.S. office people have been ready to develop or release information for EPDA programs for following years probably 4 or 5 months in advance of the opportunity of a legal commission to do that.

I think anything that this committee could do to improve that situation would help this leadership development problem.

I think that also we need to be cognizant of the fact that we need in the area of professional development not only people working at the doctoral level, but we need support for those people at the Master's Degree level as well.

Thank you.

[The prepared statement of Dr. Bice follows:]

PREPARED STATEMENT OF GARRY R. BICE, DIRECTOR, RESEARCH COORDINATING UNIT, KNOXVILLE, TENN.

Mr. Chairman and Members of the Subcommittee: It is indeed, a pleasure to have this opportunity to discuss wtih you some concerns I have about vocational and technical education.

It is my firm belief that progress is made in the area of vocational-technical education through a process of knowledge production and utilization. It is my feeling that knowledge production is the process of research and development, and exemplary and demonstration program operation. Utilization gets down to the point of having programs implemented in the classroom.

I'd like to take just a few moments to discuss the utilization phase and go into some detail on the knowledge production (research and development) phase near the end of this discussion.

First, I would like to discuss the areas of teacher education, program planning, and support services as they relate to the operation of vocational-technical education and this country. In addition to the basic grants to states to operate ongoing programs at the secondary and post-secondary levels, I think it is of critical importance that we not lose sight of teacher education, curriculum development, and planning that is needed to carry out those kinds of things in a classroom that we think should be done. Only if we can provide the appropriate personnel, curriculum and support services, can we ever bring into line any semblance of a balance between manpower supply and demand. Teacher education, for example, must be supported with federal funds in order that we may continue to develop more viable and appropriate teacher training models and/or programs. These are needed to do a better job of preparing the instructor to cope with today's student and employer skill requirements on the job. Although we have an excellent teacher training program, we are still imperfect in that area and need the opportunity to continue to develop and experiment with some alternative systems in order that we may, for example, professionalize the teacher in the trade and industrial education area. Although it is permissible for states to use funds for teacher education, I think that this has been viewed as an obligation and not as a means of providing real leadership for vocational-technical education. I feel that specific leadership should be provided through set-asides for teacher education, that is necessary in order that we may continue to develop viable models for teacher education.

Another imperfect system that we have, although it has been doing an admirable job at this point in time, is that area of program planning. Within the constraints we have in terms of the ability to gather information, the legal basis to gather specific kinds of information, and the personnel to do those jobs, followed by personnel with specific skills to use the data and information in decision making, we have been doing a pretty good job. We have been, partially, meeting the needs of individuals and the employer in the field. However, I feel that it is necessary that we specifically zero in on the problem and provide funds for program planning in order that this may become more effective. I realize that each State is required to submit an annual and long-range plan, which they do in a very admirable way. However, I do feel that there is need to improve this area. For example, at this point in time there is, in my home state of Tennessee, a critical need to assure that the right numbers of skilled craftsmen are available with the right skills to undertake construction of several nuclear power plants and related facilities, many sponsored, obviously, by the Tennessee Valley Authority. An effective program planning operation in the state would be able to identify the manpower, where they are located, identify the skills or competencies that these people have and match them to the job opportunities, at least on a regional basis, if not on a statewide basis.

Another area in which I would like to raise some questions and concerns is that area of support services. Here I'm relating to curriculum development, student scheduling, program scheduling, audio-visual instructional materials and related items. We can do all that we want in terms of construction of facilities and preparation of teachers but unless we provide an updated, relevant curriculum with the appropriate, timely audio-visual materials and instructional techniques and strategies, all of the knowledge that we have produced or ideas that we have would be of no value. Therefore, I feel there is a tremendous need to make the support services area a dynamic and growing one and one in which we can keep programs in tune with students and other persons, who, in turn, are in tune with everyday needs. I think strong national, regional, and local leadership are needed in this area and that specific programs should be developed and funds provided to carry out those programs.

Moving from the area of utilization, then, I would like to move into the area of knowledge production which I had earlier indicated was that of research and development. I would like to indicate some specific concerns which I have in this area.

The ideas and information that I am presenting here are representative of the views of many of the Research Coordinating Unit directors across the country. Obviously, some of the information here must be identified with specific Research Coordinating Units, and, therefore, may not be representative of all RCU's in the country, but do relate to specific situations and therefore must be presented in these hearings.

ROLE AND FUNCTION OF VOCATIONAL EDUCATION R. & D.

Basically, the RCU's see their main role to be that of identifying problems which need to be solved, coordinating research and development efforts that affect those problems, disseminating information about results (and problems) through demonstration and diffusion efforts, stimulating the involvement of those who can help solve the problems, and finally, doing the research and development needed (if no one else does it).

In more global terms, the role of R & D in vocational education is viewed as moving from the identification of prolebms facing vocational-technical education, doing basic research to determine the feasibility of solving problems which are identified, developing a plan of action for conducting the rest of the R & D effort, moving through the development and pilot testing phases and finally into implementation which includes field testing, demonstration, dissemination, diffusion, and implementation.

The basic function of R & D in vocational education is to bring about improvement of the quality of vocational-technical training programs at the secondary, post-secondary, and adult levels. These improvements are to be based upon an organized, systematic approach to problem solving and must utilize the results of R & D efforts of any agency which addresses problems faced by vocational-technical education. Other agencies referred to here include Manpower, Department of Labor, National Institute of Education, Bureau of Education of the Handicapped, ESEA, etc. The RCU's see one of the functions of R & D to be that of dissemination of research results through participation and cooperation with other states through appropriate networks such as the Research Coordinating Unit network and the National Curriculum Development network which has been established through USOE efforts.

STATE AND LOCAL COMMITMENT TO VOCATIONAL EDUCATION R. & D.

For fiscal year 1973, the latest date for which figures are available, there is evidence that of the approximately $9,000,000 of federal funds spent for R & D through the Research Coordinating Units, approximately 5.3 million dollars of state and local funds were used to support R & D efforts. These funds were used for both grants (approximately 4.1 million) and RCU operations (approximately 1.2 million). Other data indicate that some states contribute heavily to R & D in vocational education while others do not. In addition, it is obvious that for specific R & D purposes, identified to match Part C funds, the states are matching only about $.50 of state and local funds for each dollar of federal funds. However, it should be noted here that many states use research and development funds in several of the set aside areas which are not identified as research or RCU monies. For example, many states use some state and/or local funds to do R & D work in the areas of Professional Development, Curriculum Development, and handicapped and disadvantaged. The point here is that state accounting procedures do not adequately identify all of the local contributions that actually go into vocational R & D efforts. As far as what would happen to vocational education R & D if there was no federal support, it should be made clear that this would vary from state to state. This is probably a result of the distribution formula utilized to allocate funds on a state by state basis. For example, in the state where approximately $12,068 of federal monies are available each year for vocational education R & D, the removal of that money would probably have little impact upon the R & D effort in that state. However, in the state which receives approximately $762,090 of federal funds, the impact would be tremendous. Because of the nature of the R & D efforts and accounting systems in the past, it is difficult to suggest at this point what would happen to the vocational education R & D effort if federal funds were not available. However, since we should represent a feeling of the RCU directors, it is our role to at least speculate what might happen. And we can only speculate. With that in mind it is felt that, as a general rule, the R & D efforts in vocational education would be drastically reduced if federal funds were not available for vocational education R & D. This is based upon the fact that a number of states use Federal funds to support the administrative costs of their RCU's (that is to pay professional staff, clerical and supporting staff, travel, supplies, etc.). As a result this would probably end dissemination and diffusion systems that have been so effective among the RCU's in this country to date. Actual research projects completed on a grant basis, may not be affected to such a large degree. The reason for this is that the dissemination, diffusion and implementation activities are, essentially, responsibilities of an ongoing RCU. Those are some of the basic functions of an RCU and are not done on a grant basis. Those are done within the organization, (the RCU) and, therefore, would most likely be one of the functions to go. This would result, then, in a return to the era when research was done, reports were written and filed on a shelf, with little or no opportunity to distribute the results to the school systems and/or practitioners in the field.

More specifically it can be said that probably three years ago, if federal funds had been removed from vocational education R & D, those efforts would have ceased due to the following reasons:

1. Funding was of the grant type and there was not much money available.
2. Until fiscal year 1971, no major amounts of fiscal resources were available to States.

3. Products of research were demanded immediately and most research and development efforts were focused upon major problems which do not have short term solutions.

About fiscal year 1974, results began to flow from the R & D efforts and products became visible. This brought about a change in attitudes among many State level administrators and additional state support for R & D efforts became evident.

R. & D. EFFORTS FOR SPECIFIC GROUPS

Basically, Part C funds have not been used specifically for handicapped and disadvantaged research projects. The primary reason for this, is that there has been a tendency to use the set asides for handicapped and disadvantaged students for R & D purposes in that area. It has been interpreted that Part C funds were for across the board rather than specific purposes and mainstreaming has been a prevailing philosophy. Therefore, specific projects have not been identified although minorities were built into almost every project. One would be able to identify minor or small projects in almost every state that concentrated upon handicapped and disadvantaged individuals but very few, if any, major projects related specifically to the handicapped and disadvantaged, have been funded through Part C funds. One would be more likely to find those R & D efforts funded through Part D, which is directed more toward those groups of individuals.

PROBLEMS CONCERNING FEDERAL SUPPORT

There have been a number of problems that RCU's have been concerned with as they relate to federal support of R & D. For the sake of brevity they will be outlined in this report.

A. There is uncertainty of funding, for the future, from year to year. There are questions about how many dollars will be available, priorities that will be identified at the national level, and when fiscal resources will become available for use in the states.

B. There is a problem in the interpretation of the legislation providing funds for Part C. For example, concerning the 50/50 split between the states and the commissioner's share, there has been some confusion over how the commissioner must spend his share of the dollars. There is still some concern of uncertainty of the state's share of funds that it gets from the commissioners half. In addition, legislation makes it possible for the state board not only to apply for the commissioner's share of Part C funds but also to approve and/or disapprove of projects that are submitted in competition for the commissioner's share.

C. There is no organized network or coordinating agency for vocational education research, innovation, dissemination, and implementation. There are some very good components operating almost independently of each other but not necessarily in an organized or coordinated approach to the vocational education R & D problem. Each area "does his own thing." For example, personnel involved with Part C projects and/or funds are primarily concerned with Part C efforts. Those individuals responsible for Part D funds do their own thing. In some states for example, the Part C coordinator has no idea what is happening to Part D funds and vice versa. The same is true wtih funds provided under Part I. As a matter of fact, some states receive absolutely no funds for Part I projects. In those states where Part I monies are available (and those are primarily the National Curriculum Development network centers at this point) few benefits are realized directly in that state from the Part I efforts. Other states receive virtually no benefits from the Part I efforts. Again, development projects take considerable time.

D. There is a lack of understanding on the part of educational administrators as to what exactly R & D is. There is no clear definition of what is research and what is development and how it may be separated from other categories funded such as demonstration, innovation, curriculum, and etc.

E. There is a problem of determining priorities and the identification and definition of those priorities within states, within regions, and at the national level. There is no process that has been developed to systematically establish those priorities. Therefore, "to each his own."

F. There are no funds available at the national level for R & D to solve national problems. Because the fiscal resources are allocated to each of the individual states through distribution formulas, dollars for the states are used to solve state problems. There are no funds available to solve regional or national problems unless they are skimmed off the top of the state allocations. Some states get barely enough money to solve some of their own problems, Therefore, they don't like to see their state allocations go to regional or national projects.

G. The federal level has responsibility to approve state plans for Vocational Education, but no authority to enforce what really is there or to insure that appropriate R & D planning and efforts are carried out.

H. Often there is little responsibility or relationship between RCU program operations and projects and the commissioners share of Part C funds.

Recommendations which might be implemented to improve the existing system.—(These are not necessarily criticisms of the existing systems.)

A. Vocational Education R & D should allow USOE to use dollars for activities at the national level. The state share should be used and distributed as it is now with changes in the distribution formula to allow that each state would get a base amount of $50,000 to $75,000 plus a formula amount. As now operated, some states get at little as $12,068.

B. A single national network that ties together Parts C, D, and I, the National Centers, Curriculum Centers, and state RCU's should be implemented. This would insure a more systematic approach to the total R & D priorities among states, within regions, and at the national level.

C. National and Regional Centers responsible to vocational education and funded by vocational education dollars should be established. A National Center may be within the USOE or it may be within a state department or a major university capable of handling such a coordination effort. The regional centers may vary in number from 4 to 10 and would be responsible for coordinating R & D projects within that region and at the national level through the national center as well. These regional centers and the national and regional priorities, coordinating national and regional projects, and carrying out some of the R & D projects on a national and regional basis which cannot feasibly be done within an individual state. This would make it possible for regional problems to be solved without an individual state having to handle the regional problem.

D. There is need for a center for policy development in vocational education.

E. Funding for vocational education R & D should be raised to the 10% level, or more specifically, perhaps to the $50,000,000 to $60,000,000 level. This would make vocational education R & D costs approximately $4.00 per student on a nationwide basis, assuming 15,000,000 students at the secondary, post-secondary, and adult level enrolled. Currently there are approximately 12,000,000 students enrolled. (The $60,000,000 figure is somewhat comparable to the cost of two or three B-747 airplanes. *To give you an idea of the magnitude*).

F. There is need for some risk dollars to be available. Now we essentially have to guarantee success for a project before it is funded. There is need to have a pool of money available probably at the national level to fund projects, where personnel and other resources appear to be appropriate, which may or may not have a pay off in a short period of time. We simply need risk money if we are going to make any progress.

ISSUES ON PROBLEMS WHICH SHOULD BE ADDRESSED BY VOCATIONAL EDUCATION R & D

A number of speakers and researchers have presented ideas on the directions we should go with vocational education R & D. Five will be mentioned at this point.

1. Diversity—One of the major problems vocational education faces in the future will be diversity—diversity in terms of social strata, individual student differences in a single learning situation: the nearly unlimited types or kinds of occupations in our society (somewhat over 33,000 different job titles have been identified); large number of instructional strategies, curriculum guides and instructional materials: a large number of administrative styles and management techniques; and on and on. A prime factor to be concerned about here is that we have not even identified those major situations which affect learning.

2. A second factor that concerns us is the idea of democracy, or in some cases, the lack of democracy. I am referring to the need to involve labor,

management, parents, students, and educators in developing vocational-technical education programs. How can we provide freedom of choice for training opportunities equally in large, metropolitan and small rural settings? How can we provide statewide or national leadership in curriculum development, for example, when so many people and groups want to, and indeed, should be involved? How can we provide student, parent, and employer involvement in program planning? And we do not mean in a superficial way. They want to and should be involved. How can we provide for adequate democratic involvement in the governance and administration of our educational program? Everyone—or nearly everyone—wants and has the right to be involved, and we do not think that we in vocational-technical education have taken time to consider the "Problems of Democracy."

3. Activism—Perhaps your first reaction here is "that is all gone now," or "the campuses and schools have calmed down." We would have to agree that the militancy has ceased, but activism has not. Today's society is better informed, more alert to what is happening worldwide (those worldwide happenings affect our everyday lives), and more willing to get involved. Students, parents, and teachers want to be more active in what goes on in the classroom and how things are done. When we observe what is happening outside the educational system, we should give thanks that that degree of activism has not hit us yet. We would be hard-pressed to say that we have "researched the effects of activism on vocational education."

4. Accountability—This is what legislators, the GAO, and others have been zeroing in on. We would like to suggest that accountability goes beyond the traditional ideas of how many people we trained, what percentage of those people are employed, and other similar issues. Consider the accountability for program planning which includes demographic, economic, and psychosocial factors. Can we be accountable for the energy used to operate vocational-technical facilities? Have we planned instructional strategies in terms of curriculum, scheduling, etc., to conserve energy? Are we using th most effective and efficient teaching strategies?

5. The role of vocational-technical education in society. Partially because of our ever changing sociological makeup, changes in our demography, and modifications in our educational system, there is a critical need to examine the position in society of vocational-technical education. What is our position in relationship to "academic" education and career education? How many resources should be devoted to vocational-technical education and how do we most effectively compete for those resources? How can we develop, modify, or adopt curriculums to meet the changing needs of the country's population? What effect will the declining birth rate have on vocational-technical education 10 years, 15 years, 20 years and 30 years from now?

I've attempted to give an overview of some of the needs I see in the area of knowledge production and utilization which ranges from teacher education, program planning, and support services to research and development. Obviously, many of these ideas are quite biased and viewed from my position in the State of Tennessee. I would hope that some of the idea here might raise questions which you have. I would be happy to provide additional information to you. Thank you for this opportunity to appear before you.

Mr. LEHMAN. The next gentleman?

Dr. JONES. I am Charles Jones. I am a professor of vocational technical education and chairman of the Department of Occupations, Adult, and Safety Education at Marshall University, in beautiful Huntington, W.Va.

I am also president-elect of the American Vocational Education Personnel Development Association, whom I am representing here today.

I do appreciate and the Associaton appreciates this opportunity to talk to you just a short while about some concerns we have.

We are very glad that you are in business as a committee because we feel that you are providing the leadership to develop a new philosophy of education in the United States, and it is interesting that we have not really had a meeting to develop a philosophy per se since the old meeting back in the 1920's that developed the seven cardinal principles of education, some of which have never really been implemented.

It is good to have this committee working on this type of thing.

We are concerned about four things in looking at H.R. 3037, which we support in concept. We are particularly interested in the statewide planning that is in this bill and some others, as we understand.

One thing that is left out, Mr. Chairman, is the—There is no mention per se in the bills that I have looked at of statewide planning for personnel development.

Now, Dr. Bice talked about teacher education, leadership education, and our association is interested in your considering the inclusion in statewide planning of statewide planning for personnel development. That is, to provide an interface then between the teacher training or what have you with the needs in the field.

If I may give a case in point here, in looking at the 1963 act and the 1968 amendments, we are looking at the set-asides particularly for disadvantaged, handicapped, et cetera. But we approach this, as you know, with practically no one trained in teaching disadvantaged or handicapped in vocational education.

As you know, we certify in vocational education in terms of ag, home ec, T. & I., DE, et cetera, and we did not have in our several systems of teacher training specific types of training to teach the disadvantaged and the handicapped.

Certainly, you would not expect a teacher who was not trained in the area to necessarily do an exceptional job of implementing the program, so our question then to you is—or for your consideration, is inclusion of a statewide plan for personnel development in that statewide planning system, assuming that this is one of the concepts that would be in whatever bill we come up with, again so that we can plan for the teacher education to match whatever the specific areas are we have in the field.

Now, the second aspect of this that our association is interested in deals with providing for coordination at the State level.

Again, there is no mention in any of the bills that we have looked at that deals with coordination. We believe it is imperative to coordinate teacher education or leadership development for vocational education at the State level.

Now, we have had excellent help from the U.S. Office of Education, particularly the project offices for 552 and 553, and here we are referring specifically to 553, the EPDA, part F, section 553.

Our project office has done an excellent job in Washington here at the U.S. Office of Education, and we have gone through first and second stage prototypes development of these programs to interface the teacher education. That is, to pull out the expertise from the universities and train teachers in summer workshops, institutes, et cetera, and we have been able to meet many of the needs that we are talking about in the 1963 and 1968 acts through this type of training program.

Now, one of the problems is that at the university we are set up by departments, ag, home ec, T. & I., DE, and some universities across the country have coordinated these, but this is a difficult sort of thing, and we find ourselves still with practically no kinds of courses that deal with—or training programs that deal with—or a B.S. degree program, for example, that deals with the disadvantaged and handicapped.

Now, the question is raised: Why don't you go over to the special ed section? That is a very fine thing to do except that the special ed section doesn't have that certification in vocational education.

We do kind of stand alone occasionally on this. I don't know of any special ed people in our schools that are certified in vocational education by virtue of the fact they haven't had 6 years of work experience or 2,000 hours in the case of business and office occupations that makes for vocational teachers, so it has been difficult to interfere these training programs with the needs in the field, so we are asking you to consider somewhere in this bill to suggest or highlight the idea of coordination of personnel development programs at the State level. If you are asking for statewide planning, we have the question of asking for statewide personnel development and coordinating this.

The third question we have to ask your consideration for—in some of the bills, particularly H.R. 3037, we are anxious to support the idea of leadership development in terms of the graduate programs. We give very strong support to this.

We would raise a question with you whether all of these programs should be of the—of the 20 that we see in 3037, whether these programs should necessarily be limited to doctoral level.

As Dr. Bice has suggested here, there is a need, often at the local level and State levels, for specialist training or master's degree level training, rather than doctoral level training, and our question is then: Can we assimilate back into the systems of the States, the State vocational systems—can we assimilate 400 new doctorates every 3 years?

Now, we need leadership. The question is: What level of leadership do we need? Again, within some of the bills, particularly 3037, we are concerned with institutes, workshops, this kind of thing.

We are asking for the consideration for highlighting here the possibility of training individuals, selected people, with some staffing support for, say, 1 year at many institutions, rather than, say, the 20 selected for this so-called—these so-called doctoral programs that have been suggected in 3037.

This, basically then, is what we wanted to say to you and ask your consideration for. We are highly appreciative of this opportunity to talk. We thank you.

[Prepared statement of Charles I. Jones follows:]

PREPARED STATEMENT OF DR. CHARLES I. JONES

My name is Charles Irving Jones. I am a professor of Vocational Technical Education and Chairman of the Department of Occupational, Adult and Safety Education at Marshall University, Huntington, West Virginia. I am also president-elect of the American Vocational Educational Personnel Development Association. I am accompanied by Dr. Gary Bice and Dr. James Horner, who are also submitting testimony for your consideration.

I deem it an honor and a privilege to appear before the distinguished members of this subcommittee and to state the views of the professional association I represent with regard to the future of vocational education. I know of no group that is working more diligently to provide leadership in meeting societal needs with educational programs than are the members and staff of this distinguished subcommittee. You are, in my opinion, in the process of defining, developing, and interpreting the philosophy of American education.

The American Vocational Education Personnel Development Association strongly supports HR 3037, "Vocational Education Amendments of 1975." The members of the association I represent are aware that parts of this legislation may appear in other bills for vocational education which have or will come before this subcommittee for consideration. The membership of this association, after due consideration, is convinced that the approach described in HR 3037 represents the best alternative to meeting the occupational education needs of the individuals and groups who make up the population of the United States. We are particularly supportative of the mandate stated in the early sections of the bill with regard to instituting comprehensive statewide planning and accountability for vocational education. We believe that the provisions of HR 3037 will provide an opportunity for all youth and adults to be included in vocational programs of the nation and that specific target populations identified in the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 would continue to receive due attention. Further, we believe that the provisions of this bill will provide for the "big-picture" of vocational education rather than splintering the effort among a multiplicity of agencies.

The organization I represent is concerned with the professional development of individuals who will carry out the intent of the legislation. Vocational Education has been criticized for using monies for purposes other than those specified in the several acts; leaving, in effect, a question as to whether vocational education has provided for training to the level of competence needed by individuals to carry out specified roles in the vocational education system. In order to provide for the probability of a higher level of accountability in meeting the national, state, and local goals of vocational education, it is the expressed desire of this association to request your consideration to further clarify the language of HR 3037. We do not want to be tied hand and foot in such a way that flexibility is not provided for the varying levels of development of vocational education in the several states, but we do want to provide appropriate training for personnel to accommodate the requirements of the act for meeting the goals for specific populations.

In reviewing HR 3037, we are, therefore, asking your consideration for insuring the probability of a higher level of accountability through the inclusion of language appropriate to providing a more clearly delineated interface between statewide planning and the populations to be served.

Specifically, we are requesting the language of HR 3037 require that the state plan for Vocational Education include a detailed plan for vocational education personnel development. While many states already include such a personnel development plan, we believe that such an inclusion would greatly enhance bringing the personnel development resources (people, funds, programs) to bear more directly on the needs of persons to be served by vocational education.

As early as 1970 we were experiencing difficulty in locating persons qualified to develop, administer and teach in the set-asides delineated in the Vocational Amendments of 1968. Specifically, very few states were able then to demonstrate a capacity to provide through vocational teacher education programs in the colleges and universities personnel competent in programming for the disadvantaged and handicapped. We should not and may not expect high level of sophistication of such programs without competent personnel at all levels in the vocational system. What we did do as a result of the foresight of Congress was to develop personnel development programs through EPDA Sec. 553, a continuation of which is included in HR 3037.

It is interesting to note that an evaluation of these programs which is required to be conducted by the Commissioner of Education in DHEW was completed by NCES several months ago but has not been released. The members of the association I represent would like to review the findings of the study to determine the degree to which we are achieving the goals and objectives of the program and therefore are requesting that this study be made public.

In requesting the inclusion of a requirement for a statewide personnel development plan the intent is that this plan would tie together target population needs and the training of professional personnel to meet these needs.

Without such a plan, the records of the past suggests that institutions of higher education not only do not have information appropriate to program planning but also demonstrate a lack of initiative and flexibility to provide appropriate personnel training. Typically, college and university vocational teacher education programs are highly compartmentalized. Colleges and Universities continue to exhibit traditional academic approaches safeguarded by the well known principles of bureaucracy, not the least of which is "substituting means for ends." We are challenged to take positive measure to change this "university-mentality." Inroads have been made through the coordination of Sec. 553 programs at the state and national levels, but we continue to see the typical university mode as "there credit hour courses" printed in an obsolete catalogue.

Of equal concern is that these courses are designed to match state certification requirements based on an obsolete academic philosophy. The certification obsolence problems and the expectation for teachers to meet certification requirements rather than the needed qualifications for serving target populations give rise to an additional mentality justifying our consideration.

The Sec. 553 programs have been and continue to be vital in bringing together the expertise in the training sector with the professional personnel needing the training. Over the past five years, we passed through first and second prototype development. We are now embarked on the third level prototype through the aid of the Center for Occupational Education located at North Carolina State University. This third stage of development shows promise of increased sophistication through needs assessment and priority ordering.

The key to the success of the Sec. 553 programs is the coordination provided at the state level. This coordination serves to bring together the personnel development needs at the local and state levels with the training expertise that can be provided by agencies and institutions and to match the needs of administrators and teachers serving target populations with appropriate training programs. Last year approximately 35,000 individuals in the vocational education system were supported in 364 projects at the local, state, regional and national levels. Each project is required to have well defined management, accountability and evaluative components. This coordination is accomplished in several steps including the use of vocational education personnel development advisory committees, management information systems, and program planning on a statewide basis. Much of the credit for the development of Sec. 553 programs can be attributed to the leadership provided at the national level, specifically the project officers for 553 programs in the U.S. Office of Education. One key aspect of the Sec. 553 programs is that the minimal amounts of federal monies appropriated have triggered the use of additional state monies to train personnel for serving specific populations provided for the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968.

HR 3037 wisely includes a continuation of this approach to vocational education personnel development. However, it is not clear in the language of this bill that state level coordination is to be continued. Perhaps it would be, but the members of the American Vocational Education Personnel Development Association believe that a reference to this type of coordination would be useful in insuring the probability that a high level of interface be continued and expanded between vocational personnel needs and the training agencies.

The third concern of the association deals with the activities presently being carried out under EPDA Sec. 552 and included in HR 3037 as doctoral programs. The association poses two questions for your consideration: (1) should these activities be limited to doctoral programs?, (2) what is the prospect for assimulating 400 persons with doctorates in the state and local vocational education systems every three years?

We recognize the need for leadership development and applaud the inclusion of this component in HR 3037. However, all of the persons in leadership positions may not need the amount or level of training generally included in doctoral programs. There is a need for leadership training for selected persons, serving specifically identified groups. Such training may be highly specific, may not require more than 12 to 18 months, and may not be available in the twenty institutions provided for in the bill. We are therefore asking your consideration for providing more flexibility in this section of the bill in order to provide the probability for a higher level of interfacing leadership training with identified state and local personnel development needs and assimulating trained personnel back into the state and local vocational education system.

Our interpretation of the section of HR 3037 dealing with short term institutes etc., is that the training of selected individuals would be possible for up to one year in selected agencies and/or institutions would be possible. It is the wish of my association that language be inserted in this section of the bill to highlight this possibility. The insertion of such language, we believe, would increase the flexibility in this section and provide an additional avenue for interfacing personnel training needs and institutions with the capability for such training.

Our association is also concerned with providing for a higher level of coordination between vocational and academic education. We strongly believe that in the development of persons, both youth and adults, with job entry level skills, there must not be an either/or concept. The integration required for functional individual development must be started early in the education process. An additional aspect of the need for coordination between vocational education and academic education is apparent in the public education systems at all levels including administration, guidance, and program development. Such coordination must provide flexibility appropriate to individual student needs rather than systems organization perpetuity.

In summary, the membership of the American Vocational Education Personnel Development Association strongly supports HR 3037 and asks your consideration maikng minor language changes in this bill to provide visibility for:

1. Requiring that the statewide planning include a state plan for vocational education personnel development.
2. The coordination of vocational education personnel development on a statewide basis.
3. Providing flexibility in the leadership development sections by opening up the described doctoral programs to training for less than doctorates, and the insertion of language in the short term training programs to provide for training individuals in selected programs for up to one year.
4. Supporting the coordination between vocational and academic education at all levels.

Again, let me express my association's support for HR 3037. We believe that with only minor modifications described in this presentation the probability of a higher level of interfacing between the target populations and the personnel to serve these populations would be enhanced.

I thank you for the opportunity you have provided to express the support of the American Vocational Education Personnel Development Association for HR 3037 and to describe our concerns and beliefs with regard to the needs for vocational education personnel in meeting the challenge for educational and societal accountability.

Mr. LEHMAN. Thank you, Dr. Jones. The fourth gentleman who joined the panel? Would you have some testimony you would like——

Mr. LALUM. No, I have no prepared testimony. I am just here to support what is being said here, and, if there are any questions I can help with, I will.

Mr. LEHMAN. I just have a couple of brief questions that I would like to address to the panel, one which concerns me is not specifically related to agriculture, which most of your testimony has been in regard to, but not all of it.

What I am concerned about is the possibility of doing more vocational education, at least at the secondary level, outside of the customary school environment and placing it at the point of on-the-job training, even to the possibility of opening up a classroom at the jobsite.

Instead of bringing 30 young people to an industrial area for part-time training each day in various parts of the city, with transportation as a difficult problem, if we could have the young people go there where they are learning vocational education, and then maybe perhaps 1 day a week you bring in an English teacher. Another day you bring in a math teacher, and really unload the young people out of the conventional school environment to on-the-job training on the site.

I know that this maybe doesn't pertain exactly to your testimony, but, if you could—any of you could give me any input on that. I notice some of the handicapped that have to overcome some of the problems—I think maybe move some control in vocational education on people who maybe feel that they are losing some control of the whole process of—even some of the labor organizations may feel threatened that you are getting trainees to substitute for those who have jobs at that particular point.

Do you see any possibilities that we might, at least in a pilot program, develop some programs like this? I guess the main thing is that the best place to learn is where you are going to have to go to make a living.

Dr. HORNER. I did report, Mr. Chairman, as you recall, 9 out of 10 of our students in ag education do get involved in supervised on-the-job experience programs and followup. This is on an individual basis, however. We really never have thought of larger groups than that because most of your job placement centers really only involve one or two students in our area.

Mr. LEHMAN. And your's is seasonal to a certain extent.

Dr. HORNER. Right, sir. Now, the administrative problems, scheduling problems of other teachers would be some hurdle.

Mr. LEHMAN. I don't think it would be as applicable to agricultural as it would to——

Mr. LALUM. In our own system, we have individuals in agriculture on occupational experience, but also in mechanical field at machinery dealers and automobile dealers, but we find that these students still have to come back and get their basic mechanical skills, salesmanship, and so forth, from us at least within our type of an area, because the industry of which I am talking does not have the time or possibly the skill to put that into—and aren't willing to.

Mr. LEHMAN. Most of this panel deals with vocational education at the postsecondary level?

Dr. HORNER. No. We are at all levels: secondary, post-secondary, and adult.

Dr. BICE. Mr. Chairman, I think that the point you are making is precisely the kind of thing that I was getting at. I think many people in vocational education would agree that we need that kind of training opportunities for all students. However, without the kind of support we need to retrain teachers to fit that situation, redevelop the curriculum materials that would fit that kind of a situation, retrain the English, math, and science teacher to come out there to work with that kind of a student, I don't think that we will be able to do it.

Our current curriculum, materials—even our equipment—is made to be used basically in the classroom, the regular, traditional classroom setting, and we need an opportunity to experiment with those other kinds of models and get something into a pilot program, and that was basically what I was asking for when I talked earlier.

Dr. JONES. I come from an area that has a great deal of heavy industry, steel and this kind of thing, and we have an excellent working relationship with the union, so we provide much of the apprenticeship training, but there are a number of laws, and I don't wish to get into the legal aspect because I am not a lawyer, but there are a number of laws relating to this kind of thing, but, if we could have some policy from the Federal level that would give us a chance to put in some pilot programs, I think this would certainly be a good thing to do. We certainly approve of and support cooperative education.

Mr. LEHMAN. Well, basically it seems like—I was on a school board in Dade County and two of the problems we had were, one, it was just the sheer logistics of getting the secondary student without a car to the jobsite. The second thing is to get the frustrated, nonacademically minded kids out of the school environment where they get into and cause more trouble for themselves and the rest of the students. They are not a part of the school spirit, so to speak, in many cases. They are a different breed and they are not interested in school activities necessarily in relation to it. They don't have the time. They are making a living, in many cases.

These are the kinds of people that are not necessarily—should not necessarily be on the same track as regular secondary school systems.

Mr. LALUM. In other words, you are kind of saying that we don't change our program as much as expand it to make it reach a broader area and still maintain what we might have within the the school system.

Mr. LEHMAN. Redirect it in a sense, rather than change it. The only other thing—the only other hangup I have about vocational education is—and basically a guidance problem or counseling problem—is that I feel that we are not really counseling or guiding the really good students into vocational education, and I think that we really need to get onto these guidance people and I think part of the problem is that, if you put a person in vocational education and you don't go in—and that persons goes into, after taking secondary vocational education and he is trained to be a sheet metal worker or an air-conditioning person and then he goes into a liberal arts college, you feel as if you have lost him, which shouldn't be counted as a negative factor in measuring the success of the program.

What do you call that, Jack? The way they appraise these vocational programs?

Mr. JENNINGS. Placement rate.

Mr. LEHMAN. They call it the placement rate and I think if a person goes from vocational education into a liberal arts college that that should be a successful placement and not necessarily a negative placement.

Dr. HORNER. One of the things, sir, that all of us have alluded to certainly is the need for additional funding and stipulation of preparation for counselors, not academic counselors, but vocational and occupational counselors. There is a real need in that area, and many of our counselors across the country simply don't know anything about the occupational environment around them.

Mr. Lehman. In the time I have spent in the school system, I know there are exceptions to this, but I never encountered a single vocational student in a single honors academic course. That is ridiculous.

Dr. Horner. Yes, it is.

Mr. Lehman. And I think it is too much that way.

Dr. Jones. May I speak to part of this? One aspect of this guidance—we have been carrying on across the country what is called career education. It really is a group guidance type of program. Incidentally, I began in Florida back in 1967, so it is of interest to me. It certainly is one way in which we can approach the group guidance aspect of whatever the jobs are for those people that go into whatever kinds of fields, and I believe it has a place in our public schools.

Mr. Lehman. We are going to have a tough farm vote coming up this week, so I think I will leave it at this time to Congressman Hall who also has some questions. I have another committee I have to go to.

Dr. Rice. Could I make one comment in relation to your last statement? I would like to suggest that all guidance people aren't really all bad. One of the problems is the fact that we in vocational education have not had the opportunity to provide them with all of the information they need to properly guide the students.

Therefore, I think the basis of my idea of providing this additional support services——

Mr. Hall. And you have been beaten down by administration.

Mr. Lehman. Is there any way we could write something into this legislation so that in construing success or failure of a vocational program, that matriculation into a nonvocational education program would not be considered a negative factor in the placement rate? That is what I think we need to do.

Dr. Jones. That would certainly be helpful, Mr. Lehman.

Mr. Lehman. All right. I will remember that one.

Dr. Horner. Thank you, sir.

Mr. Lehman. Tim, you be president.

Mr. Hall. I don't really have any other questions of this panel, other than to maybe take it a step farther. I think guidance people usually follow the lead in the administration, and if you have the right administrators, it certainly makes it a lot easier. I would hope, instead of retraining teachers, that we would consider educating them.

Dr. Jones. May I raise one question, Mr. Hall? In speaking to the personnel development interface that we are asking for State coordination and State planning for personnel development to meet the special needs as well as the usual needs, we have been appreciative of the EPDA part of section 553. It has been very helpful and I notice some of the bills have this written into them.

My association is concerned that a report required by the Commissioner, which has been completed for several months, has not been made public. It would be helpful to us to have this as a measure against which we can judge our program progress.

I have with me today Mrs. Phyllis Hamilton from the Stanford Research Institute who did the study, and we believe it would be helpful to us. Perhaps it would also be helpful to you, if you could make this public.

Mr. HALL. The chairman of our subcommittee can send a letter down asking that they release this. We will see that that is done.

Dr. JONES. Thank you.

Mr. HALL. I want to thank this panel.

Dr. HORNER. Thank you, sir.

Mr. HALL. Now, Dr. Michie?

[Prepared statement of Dr. Jack Michie follows:]

PREPARED STATEMENT OF DR. JACK MICHIE, DEAN OF OCCUPATIONAL PREPARATION, LONG BEACH CITY COLLEGE, LONG BEACH, CALIF.

Mr. Chairman and members of the Committee: On behalf of Long Beach City College and the Deans of Occupational Preparation throughout the State of California who represent one hundred community colleges serving over a million students, I wish to thank you and the members of Congress for your interest in vocational education and for your continued support. We are continually impressed with the foresight of this Committee as the laws affecting vocational education are developed.

A state-by-state analysis of vocational education expenditures conducted by HEW indicates clearly that federal vocational education funding has stimulated state and local expenditures to an extent equal to five times the amount of federal support, and in some cases to ten times the amount. This is important testimony to the effectiveness of legislation enacted by Congress on behalf of vocational education.

There is no question that the Vocational Education Act of 1963 and the 1968 Amendments have contributed a great deal to solving the sociological impact of unemployment during the sixties and early seventies. As we look to the future of vocational education and the projections of the late seventies and eighties, a number of areas of concern arise:

NEED FOR OPEN ENROLLMENT

Enrollments in vocational education are increasing at an almost alarming rate, principally because it is difficult for the educational community to respond to the accelerating demand. This is largely the result of the fact that most educational institutions at all levels are still geared to an agrarian calendar that for the most part closes school doors during the summer months. This condition exists despite the fact that the demand for vocational training is increasing, particularly among young adults and youth. Educational institutions, particularly those offering programs of vocational education, should be encouraged to operate on a year-around, full-time basis.

Current practice prepares citizens for entry into the labor market, but unfortunately most of them become available for employment in June, a time when most schools throughout the nation graduate their students. It is obvious that these rather large numbers of graduates cannot be absorbed by the labor market at one time. The unemployment statistics which result are disastrous. It seems infinitely more desirable to redirect the training efforts to provide for a continuous flow of qualified graduates through training programs which are open to entry and exit at any time during the year. We would encourage Congress to provide incentives which would address this issue.

NEED FOR PLANNING

It must be recognized that current practice provides little in the way of *effective* state or local planning for vocational training. In essence, state plans nationwide are little more than compliance documents, and while they speak in broad generalities about the direction of vocational education, they do not truly reflect any coordinated effort to direct vocational education in a systematic manner which avoids duplications and unnecessary waste. They do not provide organized approaches to addressing the needs of people.

At the local level the planning situation is little better. Local plans beyond those required as compliance documents, are usually of very short range and for the most part are directed at straightening out for next year what has gone wrong this year. Comprehensive planning is an absolute necessity if the public school systems and their vocational programs are to relate to other public and private agencies and to the needs of citizens who face a changing world of work.

Each state should be required to prepare a plan which gives direction to vocational education in that state, and each should be *held accountable* for the execution of that plan within the state. Plans should address the priorities of the state as they relate to national priorities established by the cooperative efforts of the Department of Health, Education, and Welfare and the Department of Labor. The plans should be constituted to prohibit the continuation of educational malpractice which perpetuates waste and fails to meet the vocational needs of all people of all ages.

Included in state plans should be, at minimum, a population vocational needs assessment, a job market analysis, a job performance analysis, a resource analysis, provision for leadership and professional development, provision for vocational counseling and guidance, provision for follow up and evaluation, and allowance for interface between deliverers of services.

Mr. Chairman, until such planning occurs, the needless duplication and waste will persist, as will the petty intermural jealousies which currently exist between the numerous elements of the vocational education community (i.e. secondary, post-secondary, and adult). All must be united through a plan which will serve the needs of all people as effectively and efficiently as possible.

We submit that provisions for such planning exist within the structure of Title X-B of P.L. 92-318 which lies dormant as it has since its enactment on June 23, 1972. If the life of appropriation canont be breathed into this Act, then perhaps its provisions can be included in the legislation currently under consideration. It seems a tragedy that the provisions of Title X-B have not been allowed to flourish as Congress intended. In the opinion of most, this is one of the most insightful and far-reaching laws ever enacted.

NEED FOR NATIONAL LEADERSHIP

In order to orchestrate the vocational education efforts in the states there must be strong leadership at the national level. While Congress made provisions for this leadership through creation of the Bureau of Occupational and Adult Education and the definition of its responsibilities, the Bureau has never been properly staffed. If states and localities are to be held accountable for the proper delivery of vocational education services, then the proper staffing of the Bureau is an absolute requirement, and the Congress which provides the funds has a right to expect the administration to be accountable for carrying out its' mandate. We recommend, therefore, that close attention be given to the area of proper national leadership through the Bureau of Occupation and Adult Education.

NEED FOR IMPROVED STATE ADMINISTRATION

We believe that a single state agency should be responsible for the administration of federal funds for vocational education and the necessary planning required to use those funds effectively. All elements of the vocational education delivery system must be included as the plan is developed for the expenditure of funds, whether they be federal, state, or local. The percentages of the funds expended at different levels should reflect the needs of the people who benefit from the training. Since this will vary from state to state, we can offer no firm percentages. However, we believe that no state should be permitted to support its entire vocational education staff and support services from federal funds. At minimum we recommend that each state appropriate the amount required to pay for fifty percent of the state staff and support services in order to be eligible for any federal vocational education funds.

NEED FOR LEADERSHIP AND STAFF DEVELOPMENT

The past few years of growth in vocational education have highlighted the fact that there is a dearth of qualified leadership and instructional personnel. Part F of EPDA has helped to develop the quality of personnel needed, but the demand for qualified persons exceeds the supply. A casual survey of the Deans in California alone raises the alarming fact that over fifty percent of qualified personnel currently employed will reach retirement age within five to seven years. Current efforts to develop the personnel to replace those who will likely retire are grossly inadequate, and staff development (in-service and pre-service) that is required to maintain programs of high quality and to develop new programs to address the requirements of a changing world of work is woefully deficient. We recommend, therefore, Mr. Chairman, that the authorizations under Part F of EPDA and the appropriations be increased to at least double what is currently being appropriated.

NEED FOR CONSOLIDATION OF PURPOSE

Mr. Chairman, we believe that the efforts of each state in the development and implementation of vocational education should be the result of effective planning toward consolidated purpose. Accordingly, states must accommodate programs of research, curriculum development, exemplary program design, demonstration activities, and other programs covered under parts C, D, and I of the 1968 Amendments. We recommend that consideration be given to the consolidation of these parts of the act, and that the funds appropriated under this section be apportioned to the states for development and research, on a non-matching basis. Further, Mr. Chairman, we recommend that a sum be appropriated for use by the Commissioner to disseminate findings of the states and to establish national priorities to be addressed by the states as they develop their plans. We are recommending that the funds appropriated for the Commissioner's activity be separate from those appropriated for the states, and that they not be a percentage set aside as in the past.

AGE OF STUDENTS SERVED

Mr. Chairman, it is a fact that the average age of students enrolled in California community colleges is twenty-six years. The population served by these institutions is concentrated in the eighteen to thirty year band. Of course there are others both younger and older. Under current restrictions of the 1968 Amendments, Work Study programs are limited to students not over age 21. We recommend that the age restrictions be changed to accommodate those students who could profit from Work Study and who are twenty-five years of age or younger.

SUMMARY

Mr. Chairman, we feel that the Vocational Amendments of 1968 and the Act of 1963 were viable and appropriate to stimulate the growth that has taken place during the past decade. We feel that additional amendments are worthy of consideration to provide continued growth during the coming decade. We wish to reiterate that the provisions of Title X-B of P.L. 92-318 provide for positive advancement in the field of vocational education, particularly at the post-secondary level. We hope that the recommendations we have set forth in this testimony will assist you with the development of new legislation, and we offer our assistance and consultation with members of the committee and staff.

STATEMENT OF DR. JACK MICHIE, DEAN OF OCCUPATIONAL PREPARATION, LONG BEACH CITY COLLEGE, LONG BEACH, CALIF.

Dr. MICHIE. Thank you, Mr. Chairman. I am from Long Beach City College. It is the largest community college in the United States now. I am also representing the deans of occupational education throughout the State of California, which consists of over 100 community colleges serving over 1 million students.

I would like to submit my prepared testimony for the record and just talk to you a little bit about a couple of items that we feel very strongly about.

I might mention that last week we had a meeting of all these deans in Sacramento, and we had the unanimous opinion of the deans that the testimony that is submitted is of the nature that we would like to see incorporated into the act.

First of all, we believe in very strong State planning, which we don't have now. With this State planning comes the linkage of all the elements of vocational education that are fighting among themselves. We had some conversation about this earlier this morning among the groups here that have testified.

Now, we fear that the various elements of vocational education, the deliverers of services, are fighting among themselves and not planning very well.

The community colleges go after a certain population. We have regional occupational programs in the State of California which go after some of the same kinds of population, and, as a result, we duplicate services and we don't do a very effective job in many cases.

We think that strong State planning and local planning with teeth in it will correct this, and we are of the opinion that the provisions in Public Law 92-318 or title X(b) of that law, which was enacted a couple of years ago, woul dbe a real asset if we could get some teeth into it.

In the greater Los Angeles area, which Long Beach is a part of, we serve—we have about 20 community colleges serving that greater area which includes four counties, and we are unable to get the kind of cooperative effort between districts because there is no mechanism that forces districts to plan cooperatively and then deliver services cooperatively. We think that is absolutely essential.

Next, we believe that there should be a sole State agency administering vocational education, and funds that come into the States, but we believe that the States should also support that agency.

In California, for example, 100 percent of the State Staff is supported by Federal funds. Now, it doesn't seem logical that you can get the kind of commitment that is necessary under these circumstances. We think that the State should appropriate money to support at least 50 percent of the staff.

We feel also that parts C, D, and I of the old legislation which provide for research and exemplary and curriculum development should be delivered to the States. That is, the funds should be delivered to the States without the Commissioner of Education taking 50 percent of those funds, and then an appropriation should be set aside for the Commissioner to disseminate findings of research and development that takes place within the States.

I think States can address needs and localities can address needs of local people better than they can be addressed at the Federal level. I think it is appropriate at the Federal level to set guidelines and to establish national priorities and then allow the States to address those national priorities as they fit the individual differences that exist throughout the country.

I think that we need to do a great deal in terms of reorganizing the educational system, so that we don't dump all of the graduates on the labor market in June. It is virtually impossible to train large numbers of people in institutions and then expect them to find jobs when the schools close down in June. It doesn't make sense, so we would like to see encouragement for open entry, open exit type of programs.

We are doing this in Long Beach now and very successfully.

I am sorry that Mr. Lehman had to leave because I would like to have heard him or spoken to him about the fact that we have programs that link with business and industry. We do the initial training in the institutional setting and then place the students in jobs so that they get onsite experience in the job market.

This leads to a natural transition from the institution to the workplace, and we think that this is the kind of thing that should be done.

As an example, in one of our office occupation programs, which has been, as we refer to it, modularized, students can enter any day of the week, stay as long as they want to, throughout each day and for any period of time that they desire, to learn the skills that we teach there.

In that program, we have gone from serving 87 students the previous year to serving over 500 the first semester of this year. I think that is an indication of the kind of demand that is there and the kind of flexibility that the educational institution can provide. These people are getting jobs and they are getting jobs because they filter into the labor market in a kind of spread out fashion rather than all up and trying to get a job the same day of the week, on June 17 or something.

Mr. Chairman, that is all I really have to say, but I would be happy to try to address any questions.

Mr. HALL. One of the members of the subcommittee, Mr. Goodling, has a long, lifetime experience—and he is a young man, of course, but he has a long background as a superintendent and in education. I will defer to him if he has some questions he would like to ask at this time.

Mr. GOODLING. Well, I have one very quick question. If you were to rewrite the bill or amend the bill, what specifically, in a few words, would you add or delete from the existing program?

Dr. MICHIE. Well, I think I would incorporate more of the provision of 92–318, title X(b), into the bill. That legislation which I think is not only far reaching, but most insightful, provides for some of the planning and some of the infusion of vocational education into all other levels, that isn't spoken to specifically in 3037 or 3036.

Mr. GOODLING. One other question. You made a statement that enrollments in vocational education are increasing at an almost alarming rate.

Dr. MICHIE. That is correct. In some of our programs in California, the enrollments have gone up 45 percent in 1 year.

Mr. GOODLING. What is alarming about this?

Dr. MICHIE. Well, we don't have the staff.

Mr. GOODLING. You don't have the facilities?

Dr. MICHIE. We don't have the facilities.

Mr. GOODLING. It isn't alarming that people want to go into voc ed?

Dr. MICHIE. Oh, no. No. I think that is great.

Mr. GOODLING. That is what I thought.

Dr. MICHIE. I think the academic community is a little alarmed about that, but we think it is wonderful, and all of our students don't—you know, a lot of them do transition into 4-year institutions and go into higher levels of occupational preparation. For instance, welders might go into welding engineering, and start out as a welder in the purely vocational sense. A lot of this takes place.

One of the students that I had the good fortune of having in my class, in a vocational class, some years ago when I used to teach, wound up now as a research scientist with Ames Laboratory in San Francisco. He graduated cum laude and got his doctorate from Stanford University, so, you see, there is some of the higher caliber, academically oriented individuals who are pursuing occupations also.

Mr. GOODLING. One additional question. In relation to the summer situation, closed schools, et cetera. Have you had any experience where you were taking youngsters who normally in the regular high school during the year, but using the facilities in the summer to also give them an opportunity for some vocational education, and then, in lieu of the time they spend in the summer program in the tech school, eliminating those days back in the local school district?

Dr. MICHIE. I am not sure I understand.

Mr. GOODLING. We are fighting a battle with the States. Let us say, for instance—there are some youngsters who may be having difficulty in the academic setting and could also have difficulty in the more different programs in the tech school.

If they were in their existing high schools during the year, and in order to use the summer facilities at the tech school, you have them come in for certain programs during the summer—have you done any of this? If so were you able then to subtract the number of days that they are in the summer session from what they normally are required to attend back home in their local school district?

Dr. MICHIE. Yes. We have done that, and it is not a matter of subtracting days, but they get credit for it as they attend our institution, so the credit then is subtracted or added to their credit record in the high schools and they can graduate early, for example.

We also have high school students enrolled in the vocational programs throughout the regular school year. We are trying to make the transition to a year-round school. It is probably 5 years down the road because a lot of things have to happen. The attitudes have to be adjusted in that direction because not only students, but teachers and parents and everyone, are tuned in to the calandar and why they are is probably just traditional, so, until we break down these traditions, we are going to continue to have the kinds of problems that we have, and I think that is an element that this legislation should address, and it should dangle the carrots or put the prods in, as the case may be, to cause schools to change in that direction.

We create a lot of our own labor problems simply because we dump the labor market folks out in June from the public schools.

Mr. GOODLING. I have no further questions.

Mr. HALL. Going back to a moment ago, you made some mention about there being no coordinated effort between districts, that the districts are fighting one another?

Dr. MICHIE. That is right.

Mr. HALL. And in your mind then, it should be under the direction of a State agency? Did I understand that to mean that you have a State agency——

Dr. MICHIE. No. We have a State agency, but there is no real clout there. If districts want to do something, they are going to do it because primarily their funds come from local resources and that is where the game is played, so, if we want to start a program and one exists in another neighboring district, we could start it. It doesn't make sense to do that, so we ought to be discouraged from starting it. That is what I am saying.

I think that the planning efforts at the State and local level, if given clout—in other words, if the State can say: "If you guys don't plan and if you don't coordinate your efforts, you aren't going to get any money," then they begin to listen and they begin to plan, and that is the kind of thing I am talking about.

I still think that we have local control because of local needs, but, if you are serving—like with Long Beach. We are serving the greater Los Angeles metropolitan statistical area. Our students don't go to work in Long Beach. They might go to work in San Fernando or in downtown Los Angeles or at the Long Beach Naval Shipyard.

So it is not very smart of us to not get together with those people and decide how we are going to coordinate services, because our workers work all over the place. They do not work within our boundaries necessarily.

Mr. HALL. And you mentioned that you work with several industries or institutions. Did they take a real bona fide interest or is it a token thing? Did they take some of the initiative?

Dr. MICHIE. They really take a bona fide interest and they do take a lot of initiative and it is a mutual kind of benefit that takes place. We help a lot of industries improve their whole situation through advanced techniques that we develop and then they incorporate, and we run training programs for their staff, for example, regular staff development and personnel management and so on, and I want you to understand that I speak for more than just a community college dean's background. I was State director of vocational education in Michigan for 2 years, so I have a feel for what happens, not only at the local level, but at the State and National levels.

As counsel knows, I was here in Washington for some time too and had my opportunity to become one of the faceless bureaucrats.

Mr. HALL. We know something of that also.

[Laughter.]

Mr. HALL. My background also is education, and I can remember talking to a placement officer, and he told me that he had several representatives from different types of businesses that came to him on one occasion and said that a lot of the things that people are being trained for now are going to be obsolete. They are going to be obsolete by the time that the businesses get them and they would prefer that the concentration be on basics and let the businesses train them.

Do you get any of that?

Dr. MICHIE. We used to get a little bit of it and, strangly enough, the banking industry was one of the places where we got it.

I will never forget the time when in an advisory committee, one of the local bankers raised that type of thing. "Well, if you will teach them to read and write, we will teach them to do the other things." He was looking for a secretary. I said: "I will tell you what. We have got a girl here who is really smart. She can read and write and do all those things, but she cannot type. We will send her over there to you to fill that secretarial slot." He said: "Well, no, you can't do that."

So they don't really mean that when you hear them say: "We will train them." They don't want to do that. It is sort of a myth.

Mr. HALL. I didn't know bankers were having difficulty.

[Laughter.]

Mr. HALL. I have no other questions. I do appreciate your appearing here and want to thank you for coming.

Dr. MICHIE. I thank you for asking.

Mr. HALL. Now Mr. Buckels. Welcome to the Nation's Capitol.

[Prepared statement of Marvin W. Buckels follows:]

PREPARED STATEMENT OF MARVIN W. BUCKELS

I am Marvin W. Buckels of Denver, Colorado, Vice-Chairman of the Colorado State Board for Community Colleges and Occupational Education. With me is Dr. F. Dean Lillie, the Director of Community Colleges for the Colorado State Board. Dr. Lillie is a career educator and also serves currently as the Chairman of the National Council of State Directors of Community Junior Colleges. In my regular capacity I am Executive Vice-President and Treasurer of the Midland Federal Savings and Loan Association headquartered in Denver.

I have been a member of the Colorado State Board for Community Colleges and Occupational Education since it was formed by the Colorado General Assembly in 1967. This formation occurred to answer a need for establishing a State system of community colleges, while at the same time continuing the development of the two-year colleges operated by local districts.

Our Board has several responsibilities:

1. Serving as the State Board for Vocational Education, administering State and Federal vocational funds at all levels—secondary and post-secondary.

2. Governing a system of State community colleges which now numbers seven institutions located on nine campuses.

3. Administering funds and approving programs for four local district community junior colleges.

4. Serving as the Colorado regulatory agency for proprietary vocational schools.

5. Serving as the approval agency for Veterans Administration programs.

We believe we are a strong and effective Board. We have several reasons for this belief:

1. We have an excellent State legislative record. We have been successful in our requests for funds and for needed State legislation.

2. We have developed inter-action and close cooperation between the Directors of our two Divisions—Occupational Education and Community Colleges.

3. We have developed a spirit of cooperation between our secondary and post-secondary institutions.

4. We have been able to develop joint use of many vocational facilities in all parts of our state at both the secondary and post-secondary levels including cooperation in program development.

5. Because of our Board's policies and actions, administrators of community junior colleges have remained responsive to occupational education needs, and have extended training to many people of their communities outside the usual ranks of "college" students. They have developed occupational programs, including short term courses and programs, to meet new occupational requirements of the business and industrial communities.

We have been able to reduce the natural tendency of educators to upgrade requirements to the point where people most in need of training are excluded.

To some degree we have been able to keep public school people better informed on proprietary schools. They are coming to tolerate such institutions and in some cases have sent students to good proprietary schools under contract, when their own facilities or programs were inadequate.

We have had some success in developing channels of communication between public and private vocational schools, so that each can respect and learn from the other sector.

Since the Vocational Education Act of 1963 began to exert an impact, and, particularly, since the 1968 Amendments, vocational education has made spectacular growth in Colorado.

Funding has quadrupled.

Enrollments have more than doubled.

Our growth has consistently exceeded our estimates.

The emphasis which Federal acts place on the quality of instruction and facilities has enabled us to achieve this rapid growth without lowering training standards. The quality is better than ever.

Job placements indicate our programs are successful. For example, 66.5 percent of the secondary students who terminated their training in 1972–73 obtained wage-earning employment within six months after termination.

There have been other results, less tangible, but equally important.

Education has become more meaningful to thousands of young people and adults who were turned off by traditional academic education. Success in vocational training has stimulated many of them to greater interest and success in academic studies.

Vocational training has helped to provide confidence and an improved self-image for many culturally and economically disadvantaged individuals. These people could not compete academically with students years ahead of them in ability to read and comprehend, in personal discipline and other traits usually developed in a favorable home environment.

It is interesting to note that in several of our vocationally-oriented community-colleges the percentage of minority students exceeds that of the community as a whole.

Special vocational programs have enabled many people of limited natural ability to achieve the dignity of supporting themselves in occupations within their capacity. Similarly, special training has brought new hope and new careers to many physically handicapped persons.

Within the next fiscal year we will achieve one of our great goals—50 percent of the 11th and 12th grade students in Colorado will be enrolled in vocational programs.

In 1973–74, we achieved another goal when the percentage of community college students enrolled in vocational training exceeded 50 percent of the total enrollment, reaching to 52 percent.

In considering vocational legislation it should be remembered that the unskilled, the disadvantaged and the handicapped benefit far more from vocational training than from any other kind of education. It should also be remembered that in times of economic recession the unskilled and the inept suffer first and most from unemployment. This group is the most difficult to bring back into the ranks of the employed. They need vocational education if they are to be productive citizens. We believe our successes in vocational education are clear in that improved productivity of our citizens has occurred.

In considering pending proposals for new vocational legislation, I would like to have Dr. Lillie discuss our concerns and issues.

Mr. Chairman, Members of the Committee—It is my intent to discuss three of the pending proposals for vocational legislation—HR 6251, HR 3037 and HR 3036. We find many objectionable features in HR 6251.

It eliminates many of the features of the Vocational Act of 1963, as amended in 1968 under which vocational education has made great progress.

The bill provides for fixed funding at the unbelievably low level of $523,000,000, less than the amount available during the current year. Furthermore, it takes no account of the extension of the fiscal year to 15 months in 1976, when the fiscal closing date will be moved to September 30. This would mean an additional reduction of 25 percent for that year.

We object strongly to provisions of the bill for placing discretionary use of Title III funds in the Federal office, rather than in state agencies which are more aware of state needs.

Additionally, HR 6251 reduces Federal participation in Title III programs from 50 to 40 percent.

We also are strongly opposed to the provision which eliminates the use of Federal vocational funds for construction.

Requiring the use of 25 percent of all funds—State, local and Federal—for special needs is a drastic change which would create unmanageable budget and program problems. This approach overlooks the fact that a great percentage of people with special needs are now being successfully trained in regular vocational programs, with special tutorial and other assistance. This approach enables them to retain their dignity as regular students.

We like many of the provisions of HR 3037, the Vocational Amendments of 1975.

This measure continues the provisions of the 1968 Amendments, which are now beginning to prove how farsighted the 1963 Act, as amended, has been.

The proposed VE Amendments do the following:

1. Continues the sole agency concept for the administration of vocational education.
2. Provides a much needed thrust for career education and pre-vocational education.
3. Provides for student financial assistance and work-study programs.
4. Provides flexibility in funding to meet changing needs.

Concurrently we strongly oppose many features of HR 3036, "The Post-secondary Education Act of 1975," which divides the administration of vocational education at the state and national level. This proposed legislation would:

1. Divide administration which would in our opinion hinder effective articulation of programs between secondary and post-secondary education.
2. Eliminate accountability if the state or national program is weakened.
3. Provide for State Advisory Council's involvement in administration of programs.
4. Raise questions as to the authority of administration of area vocational schools since the schools serve both secondary and post-secondary students. Many community colleges nationally and in Colorado are designated as area vocational schools, which raises the question of jurisdiction.
5. Divide the responsibility of the administration of vocational funds among three agencies. Accordingly, this would, we believe, increase the cost of administering vocational education by spreading the administration among three agencies, two of them new.

I would like to point out that we do favor one provision of HR 3036, which would set aside a minimum of 30 percent of vocational funds for post-secondary occupational programs, as contrasted with the present minimum of 15 percent. Colorado, incidentally, is presently already applying between 24 and 28 percent of all vocational funds for post-secondary use.

The proposed legislation is extremely rigid and provides little flexibility in administering and implementation of educational programs which are to be funded by the Act.

We think it is unwise to place the responsibility for administration of vocational education programs in existing boards of higher education which consistently and traditionally have pressed for more and higher degrees and have done little to assist those students who cannot succeed in traditional programs.

In summary, as Mr. Buckels has pointed out, vocational education is working in Colorado. Whatever new legislation is enacted, we want it to enable us to continue and improve our present system. There are certain basic concepts which we believe any new career, vocational and occupational legislation should embody.

1. We want to be able to continue the single state agency concept which has been so successful in our state.
2. We want to continue to articulate vocational training between secondary and post-secondary levels, which enables us to provide greater opportunities for students, to achieve maximum use of facilities, and to better serve the needs of employers.

3. We want strong Federal financial support which has encouraged local education agencies and the State government to greatly increase their funding of programs for students. The requirements of Federal funding has assured more uniform quality of training, helped to offset rising costs and has further aided in the expansion of programs.

4. We believe, in light of our success in coordinating and articulating secondary and post-secondary programs, that there should not be a separation of secondary and post-secondary funds.

5. We believe Federal funding for construction of vocational buildings is essential. In Colorado, Federal dollars are all we have to match local construction dollars for area vocational schools. Additionally, we seek legislation which will permit us to continue funding post-secondary programs at area vocational schools operated by local school districts. These institutions are located in such places in Colorado that without these services students would not be served.

6. We believe a thorough analysis of Colorado's unique State Board for Community Colleges and Occupational Education will demonstrate that our structure provides a vehicle for more effective direction and delivery of vocational training at both the secondary and post-secondary levels. Accordingly, we are desirous of having federal legislation which permits us to operate under our present successful structure.

7. We urge enactment of legislation which embodies the concepts and principles of the Vocational Act of 1963, the Amendments of 1968 and HR 3037, the Vocational Amendments of 1973. We believe that vocational education will suffer if other pending proposals for federal legislation is enacted. We must maintain the progress and development we have made under the present legislation.

Thank you very much for this opportunity. We will be pleased to respond to inquiries of members of the committee.

COLORADO VOCATIONAL ENROLLMENTS

[By level]

Fiscal year	Total	Secondary	Postsecondary	Adult
1965	60,320	17,614	4,819	37,887
1966	73,313	21,631	7,892	43,790
1967	78,027	24,178	8,812	45,037
1968	83,556	28,753	7,445	47,368
1969	85,571	33,069	10,604	41,898
1970	93,363	34,918	16,774	41,671
1971	95,309	45,994	[illegible]	35,041
1972	101,521	52,043	[illegible]	34,514
1973	109,399	53,960	[illegible]	37,303
1974	120,196	72,710	19,749	27,737

PERCENTAGE OF 11TH AND 12TH GRADES IN APPROVED VOCATIONAL WAGE-EARNING PROGRAMS

	Percent		Percent
1969 to 1970	27	1972 to 1973	40
1970 to 1971	35	1973 to 1974	45.5
1971 to 1972	37	1974 to 1975	48

SCHOOL DISTRICTS OFFERING APPROVED VOCATIONAL PROGRAMS

Year	Districts offering vocational programs	Number of programs (percent)			
		1 or 2	1	2	3 or more
1969 to 1970	97	62			38
1970 to 1971	134	39			61
1971 to 1972	143	29			71
1972 to 1973	152	26			74
1973 to 1974	156		10	16	74

CAPITAL CONSTRUCTION BY SCHOOL

Area vocational schools operated by:	Total	Amount	Fiscal year
A. District junior colleges:			
Aims College	$600,000.00	$375,000.00	1969-70
		225,000.00	1971-72
Colorado Mountain College	172,650.00	100,000.00	1966-67
		15,000.00	1972-73
		19,650.00	1973-74
		38,000.00	1974-75
Mesa College	300,000.00	100,000.00	1966-67
		200,000.00	1967-68
Northeastern Junior College	222,400.00	200,000.00	1973-74
		22,400.00	1974-75
Trinidad Junior College	405,353.30	121,500.00	1964-65
		269,000.00	1965-66
		14,853.30	1967-68
B. State system community colleges:			
Community College of Denver	731,515.00	241,537.04	1970-71
		489,977.96	1971-72
Lamar Community College	803,600.00	150,000.00	1966-67
		300,000.00	1969-70
		200,000.00	1970-71
		100,000.00	1971-72
		53,600.00	1974-75
Otero Community College	340,000.00	200,000.00	1972-73
		120,000.00	1973-74
		7,500.00	1974-75
		12,500.00	1974-75
C. Boards of cooperative services:			
Delta Montrose Voc-Tech	683,000.00	278,000.00	1972-73
		405,000.00	1972-73
Larimer County	600,000.00	220,014.93	1969-70
		279,985.07	1970-71
		100,000.00	1971-72
Monte Vista	320,000.00	200,000.00	1968-69
		120,000.00	1969-70
San Juan Area Voc Tech	748,000.00	300,000.00	1639-70
		80,000.00	1970-71
		180,000.00	1970-71
		48,000.00	1971-72
		50,000.00	1972-73
		30,000.00	1973-74
		22,500.00	1974-75
		37,500.00	1974-75
D. Public school districts:			
Aurora Voc Tech	800,000.00	186,586.00	1972-73
		130,000.00	1973-74
		483,414.00	1974-75
Boulder area school	534,500.00	149,500.00	1964-65
		200,000.00	1965-66
		50,000.00	1966-67
		40,000.00	1972-73
		70,000.00	1973-74
		25,000.00	1974-75
Warren OCC and Tech	1,131,868.00	174,533.00	1970-71
		729,000.00	1971-72
		228,335.00	1972-73

Note: Total construction projects approved as of May 14, 1975, equals: $8,392,886.30 of which $7,406,286.30 was from vocational education funds and $986,600.00 was from Four Corners Regional Commission funds (Economic Development Administration). The local funds used for construction are not shown in the above totals.

COLORADO VOCATIONAL EDUCATION FUNDING

	Federal		State and local	
	Amount	Percent	Amount	Percent
1965 to 1966	$2,285,067	36.9	$3,908,979	63.1
1966 to 1967	2,545,768	32.8	5,206,860	67.2
1967 to 1968	2,585,520	29.0	6,317,560	71.0
1968 to 1969	2,517,008	25.5	7,375,286	74.5
1969 to 1970	3,281,866	26.2	9,257,387	73.8
1970 to 1971	4,466,425	19.0	19,391,280	81.0
1971 to 1972	4,902,324	17.0	24,020,726	83.0
1972 to 1973	5,578,225	16.0	28,055,972	81.0
1973 to 1974	6,871,015	15.8	43,637,522	84.2

The ratio of Federal funds has decreased each year except one since 1965-66. The total funding quadrupled from 1969-70 to 1973-74 with the major increases in State and local funds.

Percentage of vocational to academic enrollments—FTE basis— Colorado Community Junior Colleges

Year:	
1970 to 1971	35
1971 to 1972	42
1972 to 1973	49
1973 to 1974	52
1974 to 1975	59

STATEMENT OF MARVIN W. BUCKELS, VICE-CHAIRMAN, COLORADO STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION, DENVER, COLO., ACCOMPANIED BY DR. F. DEAN LILLIE, DIRECTOR OF COMMUNITY COLLEGES, COLORADO STATE BOARD

Mr. BUCKELS. Mr. Chairman, I am Marvin W. Buckels, the vice chairman of the Colorado State Board for Community Colleges and Occupational Education. In private life, I am executive vice president and treasurer of Midland Federal Savings in Denver.

With me is Dr. F. Dean Lillie, the director of the Community College Division of the Colorado State Board. He is also currently the chairman of the National Council of State Directors of Community Junior Colleges.

I would ask that the written testimony we submitted be entered into the record with one very obvious correction. I was a little appalled last night when we arrived in Washington in reading through the materials we submitted that we ended up endorsing 3036, and we are very strongly opposed to 3036 for reasons I would like to comment on in my testimony. That should be 3037.

I would like, if possible, to talk on a couple of major points between the two of us in the time that is available to us. No. 1 is to talk of a structure that we have developed in the state of Colorado that I am sure is unique in the United Sttaes, but I think it works and we would recommend it to you for your consideration, because I think in listening to the testimony that I have heard just this morning, there are some answers in what we have evolved, almost accidentally in the legislative compromise process, that I think is useful both to community colleges and the vocational education.

Second, Dr. Lillie will address himself to some of the concerns that we have as a board with the various pieces of legislation before you.

As the testimony indicates, the Colorado General Assembly in 1967 created our board, and we are a successor agency to the Colorado State Board for Vocational Education. Prior to that time, Colorado was one of the very few States in the country that had a separate vocational education board.

We have several responsibilities. We are a nine-man board appointed by the Governor with occupational representation designated in the law, and we serve as the State board for vocational education, administering all State and Federal vocational dollars at all levels, secondary and postsecondary.

We are the governing board for a system of State community colleges entirely funded from State funds.

We administer the State funds that go into local district junior colleges, and we still have a dual system in the State of Colorado in that there are still some junior colleges that have a local tax base, and approximately 50 percent of their operating funds that come from the State and the other 50 percent are generated out of local tax revenues, and this is an optional situation. Those colleges have the option to dissolve and come into the State system if they wish.

We are a regulatory agency, regulating some 110 proprietary schools in the State of Colorado, and I would say that we have a very good proprietary school situation in the State. There are certainly some very strong schools, and we have an effective law which, I must say, is currently being revised, and I think it is on our House Calendar this week, the Colorado Assembly, to give us a little stronger administration.

We are a regulatory agency. We are a governing agency, and we are a State vocational education agency. We also are the agency for Veterans' Administration programs.

One additional thing that I think is very important in terms of the kind of agency that we are is that we have two directors, each reporting directly to the board. One is the director of community colleges and one is the director of vocational education.

This is one of those legislative compromises that we feel was almost accidental, but we think it is unique and it has given us some unique kinds of ability to influence what is happening in the State of Colorado in both community colleges and occupational education.

It requires some very close coordination between the two directors because their responsibilities are very diverse, but it has worked well.

We feel that we have been an effective State board. We have got very good, strong support from our State legislature, both in terms of laws that we have recommended and which have been passed and in terms of increased State funding, going into both community colleges and vocational education.

We believe, because of the nature of our responsibility, that we have achieved a greater degree of cooperation between our postsecondary and our secondary institutions, and part of that is a direct byproduct of structure and part of it is that we have funds available to us through the Federal Vocational Act, for example, for construction, and we have used those funds to good advantage in insuring cooperation and joint planning, particularly in rural areas.

In Colorado, I guess, after hearing the gentleman from California —Colorado is fortunate in that we are a 1-percent State, and we can still do a great deal of things without the massive dollars being committed that the larger population States have to deal with.

We have, by virtue of our unique responsibility, been able to use the concept of area vocational schools very productively, and this is particularly true in the rural areas. We start with the assumption that vocational facilities are extremely expensive to build and to operate and that they ought to be used from 7:30 in the morning until 10:30 in the evening.

That is a goal which we work toward, and obviously that is not totally possible in the rural areas, but we have area vocational schools that stand alone, that are operated by boards of cooperative services in secondary school districts where there is no postsecondary school in the area.

We have area vocational schools that are part and parcel of community colleges and area vocational schools that are associated with the secondary school systems.

In one case, in the Denver metropolitan area, where we have two facilities, a community college and a secondary school vocational facility, we designated them together as an area vocational school, put Federal construction funds into the construction of both facilities, and required both institutions to jointly develop a vocational program, and we have the legal structure under Colorado law that the college students can take courses at the high school facility and vice versa, and the mechanism exists in the Colorado law for the transfer of the cost for that student, but it is jointly designated as an area vocational school.

We think, because of our structure, that we have been able to apply muscle where it was needed to, first of all, prevent, I guess, a natural tendency of academic educators to continually upgrade and to exclude and build program on program beyond the job entry need, so that we have done, I think, a reasonably good job of encouraging the short course program, open entry, open exit, and we think that is a byproduct of the muscle that we can exercise because of our unique structure.

We also, I believe, have been successful to quite a significant degree in bringing about a dialog between public school educators and proprietary school educators by virtue of our responsibility in this area.

By virtue of the times, I think, as much as anything else, the assistance of Federal dollars under the 1963 act and the 1968 Amendments, and the interest and support of the Colorado Legislature, we have had a phenomenal growth in all aspects of vocational education.

We have in the State now in our community colleges some 50 percent of all of our FTE are in vocational programs, and this next fiscal year we will achieve our objective of having 50 percent of all of our 11th and 12th graders in the secondary schools enrolled in at least one vocational program.

We set that as a rather ambitious goal to the State legislature when they were enacting the Colorado Vocational Act, and we will achieve it in a period of 4 years. This moves it from about 27 percent 4 years ago.

I might comment that the Federal funding coming into the State vocational funds has gone from $2.3 million in 1965 to $6.8, with State and local funds in the same period going from $3.9 to $43.6 million, so the Federal funds have diminished in the percentage of all vocational funds for the State of Colorado, while other funds have increased, but we think more extremely important to us—and I would emphasize construction funds as the carrot to get local school districts to make a commitment to vocational education, to increase their commitment, and the State of Colorado, I think, has indicated very strongly that they are willing to pick up the increased operating cost as a result.

The State of Colorado commits approximately 50 percent of the operating costs for vocational students through its own Colorado Vocational Act.

Time presses on, and I think those would be my comments, and I would like to ask Dr. Lillie, who is director of the Community College Division, to specifically comment on some of the bills pending before you.

Dr. **Lillie.** Mr. Chairman, and members of the committee, as Mr. Buckels has indicated, we would like to share with you at least some of our concerns on the issues, as we understand them, having to do with three of the pieces of legislation that are being considered by you and others: H.R. 6251, the Vocational Education Act of 1975; H.R. 3037, the Vocational Education amendments of 1975; and H.R. 3036, the Postsecondary Vocational Education Act of 1975.

We find several objectionable features in H.R. 6251. In our opinion, it tends to eliminate many of the features of the Vocational Act of 1963 as amended in 1968, under which we believe vocational education has made much progress.

The bill provides for fixed funding at a very low level of $523 million, which is less than what is available to us in the current fiscal year, which is estimated at $578 million.

Furthermore, we believe the bill fails to take account of the extension of the fiscal year to 15 months in 1976, which, as we understand it, the fiscal closing date will be moved to September 30. This represents an additional 25 percent reduction.

There are provisions in the bill under title III that place discretionary use of Federal funds increasingly in the hands of the Federal agency, rather than in the hands of the State agencies, as we have attempted to describe our agency today, and we feel that we have a better knowledge and information regarding the needs of Colorado from the Colorado point of view perhaps than people in Washington, D.C.

Additionally, we find that 6251 reduces the Federal participation in title III programs from 50 percent to 40 percent.

As Mr. Buckels has indicated, this particular bill also eliminates funds for construction, and we have utilized the funds in Colorado for construction of area vocational schools and find that to be a very worthwhile activity.

You have addressed earlier in the morning some considerations for dealing with handicapped and otherwise disadvantaged students, and, although this bill requires 25 percent of the funds to be used in that area, we believe—at least in Colorado, our experience has been with a total integration of handicapped and disadvantaged individuals into the regular mainstream of the educational opportunity that is provided through the community colleges, as well as the vocational education opportunities in our State.

H.R. 3037 contains some features that we must admit that we support strongly, and you will hear some of that testimony as we proceed.

The major feature of 3037 contains the sole State agency concept for the administration of vocational education. Our experience in Colorado bears out what we believe to be the worthwhileness of such a single State agency.

You have heard others testify this morning, at least, about the need for coordination, the need for planning, the need for integration among the levels of secondary and postsecondary, and, as Mr. Buckels has described, our Board's structure in and of itself provides for that kind of situation in Colorado, and we believe that the single State or sole State agency is necessary and required.

H.R. 3037 also provides a much needed thrust for career education, as well as prevocational education; provides for student financial assistance and work-study programs; and a very important notion is that it provides flexibility in funding to meet the changing needs. The dynamics of today's society certainly require that we have flexibility, as was observed by the committee earlier. We have to continue to be able to be responsive to the changing needs of the business and industrial community, and we seek and need legislation that will provide such flexibility.

We then come to H.R. 3036, the Postsecondary Vocational Act of 1975, obviously, by virtue of earlier comments, we would speak to the division or, at least as we understand the division, of the administration of vocational education at both the State as well as the national level, the division of administration which would, in our opinion, hinder effective articulation, and, again, I would like to emphasize the integration that we have achieved between programs of secondary and postsecondary nature: The joint utilization of facilities which was commented about earlier; the trading of students between the secondary and postsecondary levels; as well as the movement of secondary students into more advanced training at the postsecondary level.

We believe that this bill could also affect and/or eliminate accountability if the state of national programs are weakened. In other words, we believe that it may be very difficult to determine who is "at fault" if there were this kind of division between the secondary and postsecondary in terms of the administration.

It proves for the State advisory council's involvement in administration of programs, and I realize that there has been earlier testimony in other days regarding that, and, in fact, there may be some changes, but we certainly do not need another agency involved in administration of programs, and we believe the role of the advisory council is to advise and evaluate programs and certainly not to administer programs.

The bill also raises questions with relationship to the authority of administration of area vocational schools. We have commented upon the fact that many community colleges nationally, as well as in Colorado, are designated as area vocational schools, and this separation of administration could raise many problems.

Well, in addition to the potential role of the State advisory council, there is also a potential role under this piece of legislation for the so-called 1202 commission. In Colorado, we happen to be one of the remaining two to five States that do not have a designated 1202 commission, and the reasons for that happen to be that we believe our current structure provides for the functions of the 1202 commission.

We do support and would like for the record to note that we do support at least one provision of 3036, which is the minimum set-aside provision of 30 percent of vocational funds for postsecondary occupational programs, as contrasted with the present minimum of 15 percent.

It may be interesting for members of the committee to note that in Colorado we are already applying between 24 and 28 percent of all vocational funds for postsecondary use at the community college level, and 48 percent of the funds are being allocated for use at the other—in total, 48 percent for all of postsecondary, and approximately half of that figure for postsecondary in community colleges.

This bill, as contrasted to 3037, is fairly rigid in our opinion and provides little flexibility in administering and implementing educational programs.

Well, we have attempted to comment briefly to you regarding what we believe to be some of the concerns, advantages, disadvantages of at least three pieces of legislation that are before you.

In summary, as Mr. Buckels has pointed out, vocational education is working in Colorado. Whatever new legislation is enacted, we want it to enable us to continue and improve upon our present system for delivering vocational education opportunities to the citizens in our State.

There are certain basic concepts and principles that we believe any new career, vocational, and occupational legislation should embody, and I would like to close on the summary of those seven points.

We wish, as I am sure you have noted from our testimony, to be able to continue the single State agency concept which we believe has been successful in our State. The board structure that we have attempted to describe today brings all vocational education together at the same place, that being at the State board level.

We wish to continue to articulate, as well as integrate, vocational training between and among secondary and postsecondary institutions. This gives us the opportunity to provide greater opportunities for students and to achieve maximum use of facilities and to better serve the needs of employers.

We seek strong Federal support of the type which has encouraged local education agencies and State governments to greatly increase their funding of programs for students.

You have heard what has happened in our State in the last 5, 6, 7 years regarding increased funding that has come from the State level which we think is important too.

We believe, in light of our success in coordinating, articulating, and integrating secondary and postsecondary programs, that there should not be a separation of secondary and postsecondary funds.

We believe Federal funding for construction of vocational buildings is essential. By virtue of the location and the geography of our State, we have several very sparsely populated areas in the State which are served in those cases by either community colleges and/or by area vocational schools, and, in fact, our current State law for funding an area vocational school at the postsecondary level requires a participation by the Federal Government.

We believe a thorough analysis of our unique State Board for Community Colleges and Occupational Education will demonstrate that our structure provides a vehicle for more effective direction, as well as delivery of vocational training at both the secondary and postsecondary levels.

Accordingly, we are very desirous of having Federal legislation which permits us to operate under our present successful structure.

We urge, finally, enactment of legislation which embodies the concepts and principles of the Vocational Education Act of 1963, the amendments of 1968, and H.R. 3037, the Vocational Amendments of 1975.

We urge enactment of legislation which embodies those concepts and principles. We believe that vocational education will suffer if other pending proposals for Federal legislation are enacted. We understand that this committee and others are in the process of determining what the Federal legislation will be, and we have appreciated very much the opportunity of appearing here today to share with you our thoughts and concerns on what it perhaps should be.

Thank you very much, and we will be pleased to respond to inquiries of the committee, if you desire.

Mr. HALL. Thank you, Dr. Lillie. I suppose I should backtrack just a moment, Mr. Buckels, to say that the crack that I made about banks probably wasn't all-inclusive and certainly would not extend to savings and loan associations in Denver.

Mr. BUCKELS. If there is a banker present, there is always a distinction between those two industries. When there is no banker present, we sometimes get called "bankers."

Mr. HALL. Very good. Well, at this point, we do have a thing up here where we on occasion stick our tongues in our cheeks and say that seniority has some meaning here. With that in mind, I would yield to the gentleman to my left, since he has seniority, to ask the first questions. This is Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman. Let me ask you just a few questions. Now, you operate all of your community colleges and the area vocational schools from that board, or is there a difference in your operation between those local district and junior colleges?

Mr. BUCKELS. Well, let me start with the fact that there are two kinds of 2-year institutions in the State The first kind are called community colleges and they are fully State-funded with no local tax base. There are still four remaining junior district colleges which were in existence at the time our enabling act was passed in 1967, which still have a local tax base. For them, the state appropriates about 50 percent of their operating funds each year. The rest is raised through local tax revenues.

Each of the four district junior colleges carries an area school designation that we have given to them because of their role in vocational education, and each of them, in addition to enrolling students in the community college movement, also serves high school students in that area as the primary vehicle for delivery of vocational education.

Now, the community colleges—each of them has been designated an area vocational school, and in most of those community colleges we have put Federal funds into the construction of vocational facilities, in some cases when they were still local district junior colleges.

I am not trying to make this unduly complex, but several of the community colleges in the State are now community colleges by virtue of their decision to dissolve the local tax district and come into the State system.

In some cases, they were still junior colleges when we put Federal funds in for construction of their vocational facilities.

Mr. **Quie.** Are any of those four local junior colleges also an area vocational?

Mr. **Buckels.** Yes; they are all.

Mr. **Quie.** What are there? Seven State institutions? How many area vocationals do you have that are not connected with the seven State and four locals?

Mr. **Buckels.** Seven, I believe it is, that are area vocational schools with other kinds of structure. One, for example, in the city of Denver is the old Emily Griffith Opportunity School which was one of the very early vocational facilities in the United States operated by the Denver public schools, and by virtue of the designation became a companion Colorado legislation, provides a vehicle through us to put State funding into the Denver public schools for the operation of that facility for the postsecondary students who attend the facility.

There are others in rural areas that are operated by Boards of Cooperative Services which is a vehicle of a consortium arrangement of local school districts who each have put in matching funds which we have matched too out of Federal funds for construction. They are operated by the Boards of Cooperative Services.

Mr. **Quie.** You have two divisions, one in occupational education and one in community colleges.

Mr. **Buckels.** Right.

Mr. **Quie.** Undoubtedly, one division is responsible for administering the seven strictly area vocational schools.

Mr. **Quie.** Or is that not true? Are those a local entity like those four junior colleges?

Mr. **Buckels.** The area vocational schools are administered directly either by the community or junior colleges or the school districts and depending upon their legal structure, they would fall either within the administration of the Community College Division or the Occupational Education Division.

The Occupational Education Division is not an operating entity. They don't administer anything directly. They work through other agencies or instrumentalities.

The community college division is an operating agency because we are a governing board when we are playing that role.

Mr. **Quie.** Well then, does the community college division actually operate the occupational education in their institutions?

Mr. **Buckels.** Well, each of the colleges has a president, again. I am not trying to make this unduly complex, but one of the compromises in the Colorado legislature when our bill was passed was that each of the colleges has what is called a council which is a little more under our law than an advisory committee, but considerably less than a governing board, so the president of each of the community colleges has a local council to which he reports.

He also reports to the State board through our director of the community college division, so we are the governing board, and the power goes from us to our director to the college president, and he operates the college, including the vocational education programs.

Then we also get feedback from our occupational education people who are professional vocational educators with special trade specialties, who go into those institutions and report back through the occupational education chain of command into the board.

Both directors report directly to the board and both are equal.

Mr. QUIE. Let us see if I understand. The institutions that are strictly area vocational schools provide both secondary and postsecondary.

Mr. BUCKELS. Right.

Mr. QUIE. You say your State community colleges also provide both secondary and postsecondary similar to the strictly area vocational schools?

Mr. BUCKELS. Well, we use the facilities and open them to both secondary and postsecondary, and the Colorado legislature through State funding provides the funding to the local school districts who in turn contract with the community college, and then the funding flows from our board to the occupational education division to the school district back into the community college for that secondary student who is taking a vocational course on the campus and within the vocational facility at the community college.

Mr. QUIE. Do you finance any postsecondary vocational education in 4-year institutions in the State?

Mr. BUCKELS. We do some. One of the institutions in southern Colorado in the city of Pueblo—there is no junior college within 60 miles and this institution is now a baccalaureate institution. It was previously a 2-year college, and, as a byproduct of their conversion, they made a commitment to the legislature that they would continue their junior college role, so they still run a reasonably strong vocational education program which is short term, 2 years, and that is one of the areas of problems because we do battle continually.

They continually attempt to upgrade programs and convert a good 6-month program into 2 years, and then 2 years into a 4-year program.

We are not the governing board for that 4-year institution.

Mr. QUIE. The criticism in Minnesota from vocational educators is that, if you let the community colleges get their hands on this, they will do exactly what you suspect 4-year institutions will do.

Now, how are you able to prevent, as you say here, the natural tendency of educators to upgrade requirements where people most in need of training are excluded, since there is suspicion in the States where community colleges are involved and you have indicated you feel 4-year institutions are suspect?

Mr. BUCKELS. We keep our community colleges director honest and our college presidents honest, by getting a separate reporting system through the occupational education division; by having educators, professional educators, out on campus participating in the process of evaluation of vocational education and reporting through that chain of command also.

It requires a very strong lay board. It requires a very unique variety of personal qualities on the part of the two directors who have equal access to the board and equal reporting responsibilities.

But it requires very strong lay control, and I think we have achieved that. We have to work at it.

Dr. LILLIE. Beyond that, Mr. Quie, it would at least be my opinion that the board, as well as the professional staff, owes a commitment to the people within the institutions, such that we are concerned and continue to be interested in the short-term certificate type program as a major objective of the public 2-year colleges in Colorado in addition to the associate degree level educational opportunities, so, if we keep the pressure on, so to speak, for the continual responsiveness to what the needs of the community are, then we will find those 1-week, 2-week, 3-week, 3-month types of education experiences that are required to bring a person in, upgrading, retooling, and back out into the job market, so it is an operational, as well as an objective that we all seek together to be sure that we don't let all of those courses float to the highest possible level, as has been the experience in some places.

But I might—excuse me.

Mr. QUIE. I was going to ask you also about your figures that two-thirds of the secondary students who terminated their training in 1972 and 1973 became wage-earning employees 6 months after termination.

How many or what percentage received employment in the area in which they were trained and what happened to the other one-third?

Dr. LILLIE. More than ~~60 percent~~ of those found jobs in the area for which they were trained or in directly related occupations. Of the 32.5 percent not employed after 6 months, most had become housewives, had entered the military service, or were continuing their education. Only 11.6 percent of that sample were still seeking wage-earning employment, so, in specific response, 60 percent in the area for which they were trained or directly related areas.

As one of the earlier people before the committee this morning indicated, we continue to have some difficulty in getting really solid data. This is 2 year-old data, and the followup kind of system is still a difficulty, but we believe that progress is being made in the research area that is so very important to find out what in fact is happening.

Are we in fact being successful in doing the kinds of things that we say we are, and the measure is how many people go to work and then how they do after they get there too.

Mr. QUIE. What percent of the 11th and 12th grade students—you say next year you are going to reach your goal of 50 percent. This is 2 or 3 years ago. What percentage of the total secondary school students are we talking about here?

Dr. LILLIE. This has been creeping from 35 percent probably 5 years ago to 48 percent in the current year, to exceed 50 percent projected year.

Mr. Quie. Have you seen any trends to show the percentage of those students that go out and work right afterward and the percentage who go on for further education.

It seems to me that the higher the percentage of students that is enrolled in occupational courses in secondary school, the higher the percentage that would go on for further education.

Dr. Lillie. There is that percentage, and I apologize for not being able to share with you what those exact figures are, but I would like to respond that at least at the postsecondary level we are finding not only in Colorado, but across the Nation, that the so-called new clientele—there are many definitions as to new clientele, but one of the definitions that we see very dramatically is the 25- to 35-year-old person, that person who has, for various and sundry reasons, completed or maybe didn't complete their formal education, went into the job market, and now find that they are plateauing at a fairly early point in their lives and are returning for the acquisition of these kinds of skills.

If we relied on the 18- to 20-year-old person in the community college field in the next decade, the statistics would say that we are going to be in a whale of a decline, but we are not relying upon that population singularly and instead are attempting to serve that adult population, and they seem to be there in spades in terms of the retraining, reemployment, and upgrading of underemployment, and activities of that type.

Now, as we continue, pursuant to your comment—as we continue to do a better job at the secondary level, we will see fewer of those coming in at the 18- to 20-year-old age group. We expect clearly to see those return to the educational scene two and three times during their professional lives.

Mr. Buckels. If I could amplify an earlier question of yours, sir, in terms of the community colleges, I think I commented on it, but it bears going back on, that we have been able and we currently have over 50 percent of our full-time equivalent students in the statewide community college movement are in vocational programs.

At the two new urban center institutions, Community College of Denver and the community college at Colorado Springs, they were about 50 percent on their opening date in 1968 and 1969. In Colorado Springs, the institution now is running about 70 percent of its full-time equivalent students, not head count, but full-time equivalent, in approved vocational programs.

One of the keys is that we very strongly influence the selection of presidents, and we take a very strong hand in their retention, and, if we find that we are not getting the kind of outreach into the community in terms of occupational programs and directed studies programs to assist the educationally disadvantaged, we bring about a change.

It requires very strong lay direction, but through this vehicle that we have which is unique and as a result of one of those inevitable legislative compromises, we have what we think are some vehicles for unique kinds of control, and we exercise it.

Mr. Quie. Let me say this. As the author of H.R. 6251, the administration's vocational education bill, when I introduced the bill, I put my own remarks on the record; I find that my views and your views concur on that legislation, and that is the reason I put it in, by request, in order to indicate a little bit wanting the legislation.

Mr. Buckels. We consider we are in good company.

Mr. Quie. I thought the ideas ought to be considered before the committee. One last question. You indicate the importance of flexibility in the programs and that there should not be any separation between secondary and postsecondary funds. Your testimony follows along that line, except that you say favor increasing the 15 percent minimum for postsecondary occupational programs, to be raised to 30 percent.

It seems to me that is a little self-serving.

Dr. Lillie. Well, it was not intended to be that way. If I may for a brief moment separate myself in responding to your question from my role as director of community colleges in Colorado and turn very quickly to my role as chairman of the National Council of State Directors of Community Colleges, although I am not here to represent that group, I would like to comment briefly that there are some States in our country, including your State, as I understand it, where there is a need for increased Federal funding at the postsecondary level and specifically at the community college level.

Mr. Quie. Not in my State for postsecondary.

Dr. Lillie. Yes, sir. So, we can make that kind of a statement in Colorado because of the fact that we have already exceeded those minimum requirements that we are supporting as a State in that 48 percent of the funds in Colorado go to postsecondary education. Of that, approximately half goes to community college education, so it would not be a major strain for us.

Mr. Quie. Don't you think you would continue to do that without the 30 percent?

Mr. Buckels. Yes, we will.

Dr. Lillie. Yes.

Mr. Quie. Thank you, Mr. Chairman.

Mr. Hall. Thank you, Mr. Quie. Mr. Pressler?

Mr. Pressler. I have just a couple of questions. Mr. Quie has covered much of the waterfront. One point that I am curious about is—You mentioned that one of your primary goals is to have 50 percent of the 11th and 12th grade students in Colorado be enrolled in vocational programs.

Why do you have that goal?

Mr. Buckels. It was set as a challenge to the legislature as we went in and asked for a new Colorado Vocational Act in 1970. I believe it was, and at that time we were running somewhere in the high 20's and low 30's, and it seemed like a very challenging goal for us.

One of the requirements of the board in the next year is to revise our target, since we achieved the last one. I think that the tenor of the times is such that we can substantially raise that goal; encourage local school districts to offer more vocational programs, which they are appa[illegible] willing to do; and justify the need to the Colorado Legislatur[illegible] increased funding under the Colorado Vocational Act, so [illegible] be revising that goal. It seemed like a very ambitious goal [illegible] the time we set it, and the legislature bought the concept and has been funding accordingly.

Mr. PRESSLER. But why do you have that goal?

Mr. BUCKELS. It was entirely arbitrary and it was one of those things. We were attempting to convince the legislature that we could increase substantially the vocational offerings available to 11th and 12th graders in the state, and, if they would provide the funds, it could be done.

Mr. PRESSLER. But in terms of educational tradeoffs—I mean I am not disputing it. I am just trying to determine—Is there—There must be an educational reason to have a goal such as this. What is that reason?

Dr. LILLIE. Let me attempt to respond to that. I think you are coming very close to why the goal was set. For 100 years, the emphasis or at least in post-World War II years the emphasis in education at both the secondary and postsecondary level has been upon academic education. In other words, the total dedication of operating budgets, the total dedication of staff, was to prepare people to go to college in order that they could otherwise be successful.

When our board came into existence in 1967, it was with an understanding, a commitment, and a philosophy that there were some other parts of the educational scene that were very, very important, and the provision of a range of educational opportunities was necessary within the public school districts of our State, and our board had the full responsibility to see that that happened.

Without, as Mr. Hall mentioned earlier, proper administrators in some of those secondary school districts who would go out and bleed and die for vocational education, then the board had to bleed and die for vocational education to get to the point where there were some other opportunities available for the young people in our State, and that was a very sound educational reason for seeing that there were both options available for students, both academic and occupational.

Now, true, the figure of 50 percent was arrived at in a very generalized way. Now it needs to be reassessed. We did the same thing as it relates to community colleges. In 1967 in our State, 18 percent of the students were enrolled in occupational programs because the community colleges were dedicated to preparing people to transfer on to the universities. Now, that is a good part of the role of the community college, but we believe the other part is for preparing people to go to work.

Now we have exceeded the 50 percent of those in occupational programs, in the 52, 53, 54 percent area, so that is where we stand.

Mr. PRESSLER. Now, at the expense of what other time allocations for students are we doing this? I mean what is being cut out? Let us say we make it our goal to have 100 percent of the 11th and 12th graders in Colorado enrolled in vocational programs; what kinds of programs are we replacing?

Dr. LILLIE.. We would not seek 100 percent.

Mr. PRESSLER. Let us say we seek 50 percent.

Dr. LILLIE. Well, the students in the secondary programs are, first of all, meeting the requirements for graduation from high school. In other words, the general education requirements are either taken in 9th and 10th grade and/or concurrently with a vocational program or series of courses. It is, I guess, pretty interesting to relate to your thought about what we are replacing because it is our view that we are not replacing anything except another range of opportunities.

The funding in Colorado—you could quickly assume that perhaps, with the competition for resources, that you may have to give up this in order to get that, but our legislature has taken care of that in terms of providing special funding for vocational education at the secondary level which takes account of the differential cost, and they are willing to fund the differential cost and the school districts fund what they would normally fund for the cost of education. Then the legislature picks up the differential cost for the increased cost of vocational education.

We don't believe that we are giving up anything, but we do believe that we are gaining much in the process.

Mr. PRESSLER. What about in the prisons of Colorado? Do you have any programs there?

Dr. LILLIE. Yes, sir. We have the Colorado State Penitentiary at Canyon City which is being served. In fact, we have a vocational school within the medium security part of the prison, which is funded through allocations from the State board, and there are eight or 10 programs that are available in the prison. They are of the certificate variety that prepares people to go to work upon release from the penitentiary.

There are some relationships attempting to be developed there between industry and the training programs within the penitentiaries, so that you do not send inmates through a training program and then there are no opportunities when they go outside.

We had in our State a year ago a Governor's task force to look at the educational program at the penitentiary, both the adult basic education, GED secondary vocational, as well as postsecondary, and we had a year ago some of the first inmates graduating with an associate degree from the penitentiary.

Mr. PRESSLER. Thank you.

Mr. HALL. I would like to backtrack a moment and say I think it is unique that you mention that you would have two directors of any institution or agency. I wonder what you do in the case of a tie?

Mr. BUCKELS. The board has to be the referee, and we have had to play that role from time to time, and we have been told many times it cannot possibly work, but it does, but it requires a commitment on the part of the two directors that it will work.

Dr. LILLIE. We attempt to see that the board doesn't referee too often.

Mr. HALL. Very good. You stated also, Mr. Buckels, I believe, that one of your goals was to have all schools involved at least in one vocational educational program?

Mr. BUCKELS. Yes.

Mr. HALL. Do you have a target?

Mr. BUCKELS. We are there. I am not sure. Aside from, I think—65 out of our 181 school districts have one or more, and the majority of those other school districts are extremely rural, isolated. For example, one might be in the San Juan mountain range, and the whole high school probably has 25 students, and one doesn't drive out of there on schedule during the winter.

There are still some very isolated school districts that are not covered, and there are about 75 percent of the school districts that have three or more approved vocational programs.

Mr. **Hall.** You would like to see all the students in at least one vocational——

Mr. **Buckels.** No. That will never be reached and I don't think it is appropriate.

Mr. **Hall.** No. it wouldn't be. but I would like to see something in the way of letting all boys and girls acquire some skills. At least I would like to think that every boy who came out of a high school could take a hammer and nails and a saw and make a box or a bench or a temporary ladder or something like that.

Mr. **Buckels.** I think that is the point of career education.

Mr. **Hall.** I see on page 3 of your testimony where you report 66.5 percent of secondary students in wage-earning jobs. I would like to commend you on that.

I have no further questions.

We will recess then until tomorrow morning. Thank you very much.

[Whereupon, at 11:30 a.m., the hearing recessed until 9:30 a.m., Wednesday, May 7, 1975.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF RICHARD E. MANDEVILLE, EDUCATION CONSULTANT, PROJECT ANALYSIS AND DEVELOPMENT, STATE DEPARTMENT OF EDUCATION, DIVISION OF POST-SECONDARY EDUCATION, CONCORD, N.H.

Mr. Chairman and members of the House Subcommittee, my name is Richard E. Mandeville and I am an Education Consultant for Project Analysis and Development. I work for the Post-Secondary Education Division of the New Hampshire State Department of Education.

I welcome this opportunity to testify on vocational and occupational education and thank you for the invitation.

My testimony is on behalf of the Post-Secondary Education Division of the New Hampshire State Department of Education which represents seven 2 year public postsecondary institutions: New Hampshire Technical Institute, Concord: New Hampshire Vocational-Technical Colleges in Berlin, Claremont, Laconia, Manchester, Nashua, Portsmouth (cf. Appendix #1).

The Technical Institute and the Colleges serve 3,282 full-time equivalent degree and certificate students plus nearly 10,000 credit and non-credit students in the extension division of the Institute and Colleges.

The New Hampshire Technical Institute/New Hampshire Vocational-Technical Colleges system is somewhat unique in that nearly 100% of our students are enrolled in vocational-technical programs.

SECTION I. FUNDING OF POST-SECONDARY OCCUPATIONAL EDUCATION

The Vocational Education Act of 1963 is a piece of landmark legislation, one that broke with many of the traditions of the past. The legislation has provided extraordinary opportunities for those in vocational-technical education to transform old programs and to create new programs to meet the needs of contemporary students.

Initially the tone and structure of the law made it difficult for post-secondary 2 year institutions to participate fully in the development and expansion of vocational-technical education. Funding of post-secondary programs under the 1963 law was difficult to procure due to the language of the law and a seeming reluctance on the part of vocational educators to recognize the major contributions made by post-secondary 2 year institutions in the field of occupational education. The congressional intent, as I interpret it, was to place funding priorities on the merit of programs, not the level of institution in which the programs were located. In practice, this was a laudable goal, but it has worked rather poorly. In a very practical sense, these funds are still largely directed to institutions, in large measure secondary schools, while 2 year colleges and technical institutes with eligible programs rarely receive the financial support that was intended by the Vocational Education Act of 1963. The following chart is indicative of the scope of the problem in New Hampshire.

ALLOCATION OF FEDERAL FUNDS, VOCATIONAL EDUCATION ACT

Categorized funds	Total allocation	NHTI/NHVTC share	Percent
Fiscal year 1975:			
1. Cooperative education	241,800	4,600	1.9
2. Consumer Homemaking	68,020		
3. Disadvantaged	261,750	12,500	4.7
4. Handicapped	133,850	4,000	2.98
Total	705,420	21,100	2.99
Fiscal year 1976:			
1. Cooperative Education	239,900	6,600	2.7
2. Consumer Homemaking	68,000		
3. Disadvantaged	189,900	11,400	6
4. Handicapped	122,400	4,000	3.2
Total	620,200	22,000	3.[illegible]

The 1968 Amendments to the Vocational Education Act broadened the meaning of vocational education to bring it more in tune with the realities of preparation for employment at less than the bachelor's degree level. Some of the Amendments of '68 provided for a 15% set-aside for post-secondary. The set-aside helped to alleviate the inequities in the distribution of funds to post-secondary but in many states it has been a grudging 15%.

The impact, in terms of quantity and quality, of post-secondary occupational education could not easily have been foreseen in 1968 and even less so in 1963. It has been shown in other testimony before the committee that post-secondary occupational education has achieved results unheard of in the history of occupational education.

In the State of New Hampshire enrollment in the New Hampshire Technical Institute and the New Hampshire Vocational-Technical Colleges has increased more than 5 times over its 1964 total of 406. Total enrollment in the Fall of 1974 was 2,188.

CHART NO. 1.—*Fall day school enrollment*

Year:	*Grand total*
1974 to 1975	2,188
1973 to 1974	1,795
1972 to 1973	1,706
1971 to 1972	1,660
1970 to 1971	1,470
1969 to 1970	1,283
1968 to 1969	1,210
1967 to 1968	930
1966 to 1967	833
1965 to 1966	645
1964 to 1965	406

Evening school enrollments have increased more than nine times over the 1967 enrollment growing from 540 in 1967 to 3,403 in 1974 for the fall term alone. The Institute/College system conducts 3 evening school terms annually.

CHART NO. 2.—*Fall term evening school enrollment*

Year:	*Grand total*
1974	3,403
1973	2,968
1972	2,631
1971	1,222
1970	1,664
1969	777
1968	658
1967	540

In 1966, there were 4 institutions in the system. Two of these had been in operation less than 2 years. In 1975 there are 7 institutions, the youngest opened its doors in the fall of 1970. In 1966 there were 15 programs offered in 4 institutions as part of the day school. In 1974 there were 38 programs with 7 new programs scheduled to open on or before September of 1976. Evening school programs numbered nearly 250 in 1974.

In FY 1966 the State of New Hampshire supplied less than $1.1 million for the system and in FY 1975 that amount has grown in excess of $4.3 million.

Research has been conducted indicating that occupational skills which are acquired in 2 year post-secondary institutions pay off better than those obtained in high school. There is considerable evidence that both vocational and non-vocational high school graduates benefit from going on to 2 year post-secondary occupational programs. Two year college courses are generally more responsive than secondary school courses to the labor market, operate at a higher level, and are relatively scarce for occupations requiring post-secondary, but less than college training.

The New Hampshire Vocational Technical Colleges and New Hampshire Technical Institute have maintained an excellent placement record for their graduates. In 1974, a difficult economic year, only 4% of the graduating class was seeking employment in September (see Appendix #2). In fact, 80% of the graduates reported full-time employment. Of all the graduates employed full time, 77% worked in New Hampshire and 83% commuted to work from their home town. Average entry job salaries by job categories were higher than the 1973 averages by an average 7%. It is estimated that all graduates employed full time will have a total gross dollar earning power in excess of $3,500,000 during their first year of employment. The New Hampshire' Vocational Technical Colleges and New Hampshire Technical Institute have gotten the job done.

Much has been said about the issue of "Sole State Agency" requirement in the present legislation. American Association of Community and Junior Colleges opposes the concept in favor of a system which would be more sympathetic or cognizant of two year college occupational education needs. The American Vocational Association supports the sole state agency concept. They support an agency or state board with the capability and flexibility to develop policy for vocational education that would govern programs and distribution of funds for all facets of vocational education in the state.

To a certain extent, there seems to be no reconciliation of the views of the American Association of Community and Junior Colleges and the American Vocational Association in this matter. Both points of view have some credits and some debits. It is necessary that two year colleges be more adequately recognized as efficient delivery systems for occupational education. The question is: Is the Sole State Agency concept to blame for lack of recognition of two year colleges in the law? Is a dual state agency the answer or is there a less extreme, equally effectual answer?

My view is that there is indeed an answer that would not change the sole state agency requirement. That answer lies in the tone and structure of the law. The new law should be so structured that two year colleges will be recognized as effective delivery systems for occupational education. The law should contain appropriate technical language and amendments designed to recognize the substantial role and contributions of two year occupational educational colleges and to provide them with an adequate and equitable share of federal monies.

Recommendation #1

That Congress establish a set-aside requirement for Post-Secondary Occupational Education of no less than 30% of all Part B money.

Recommendation #2

That Congress establish a set-aside requirement for Post-Secondary Occupational Education of no less than 20% of all money under Parts C, D, E, F, G, I and 25% of all money under Title II Vocational Education Leadership and Professional Development Amendment of Higher Education Act of 1965.

SECTION II. ARTICULATION

Elementary Schools, High Schools and Post-Secondary Institutions have developed as relatively self-contained systems. It has come to appear normal and natural that education be classified as elementary, secondary and post-secondary (or higher education). Countless practices and traditions are based upon and reinforce these divisions. Different credentials and background are required for teachers in all three sectors; funding patterns and strategies differ; completion of one is generally required for entry into the other. Major differences in teaching style and methodology generally characterize the three levels.

Although many factors tend to crystallize secondary education and post-secondary education in their own areas, the two systems often interact. The secondary schools directly supply post-secondary education with a large number of its students. Post-Secondary Institutions in turn prepare virtually all the professional personnel in secondary schools; curriculum and administration materials used in secondary schools are often prepared by post-secondary professional personnel; high school counselors, usually, but not always effectively, constitute a formal professional linkage between the two sectors of education and college admission personnel.

There is ample evidence that secondary and post-secondary systems of education both interface and conflict on many levels. Some of this interface and conflict is necessary because of the nature of secondary and post-secondary education. However, some of the conflicts are unnecessary and dysfunctional as they effect the student. The basic concern throughout the educational spectrum is for students and the maximum development of their potentials.

The American educational system has evolved from a historical separatism as irrational as the sectarian conflicts of today. Unfortunately, contemporary educational thinking has not appropriately progressed to an appreciation of the tragedy and waste of this situation.

Separatism has many faces in education. Separatism of sponsorship whether public or private; separatism by level whether elementary, secondary or post-secondary; separatism by discipline whether vocational, technical or academic.

If the goal of a true educational continuum is a desirable value, then articulation between "separatist elements" must be achieved as soon as possible. Further delay can be disastrous.

Lack of articulation between secondary and post-secondary levels illustrates the naive and misdirected attitudes of society toward education in general. Terminology alone is witness to the fact. When we use the terms elementary, secondary, post-secondary and higher education, we also convey an attitudinal level of status and prestige. These same ambitions of status and prestige continually make themselves felt in labeling, such as: vocational, academic, secondary, college, post-secondary, etc.

Articulation refers to the relationships between, within and among educational programs which are designed to provide a smooth transition for the student from one educational program to another. Articulation would encompass an organizational structure whose component parts fit into each other to form a cohesive system of educational opportunity. Articulation or movement of the student from one program to another can be either horizontal or vertical.

Horizontal articulation includes those relationships between programs, courses or activities which exist at any one educational competency level and provide a coordinated educational program for the student. Vertical articulation refers to those relationships which exist between institutions, programs, courses or activities and provide a coordinated program for a student moving from one educational competency level to the next.

Articulation between Secondary Vocational Educational programs and Post-Secondary Occupational Education programs is not taking place nationally and is taking place locally in a haphazard fashion.

Separatism which was the vehicle of establishing identity and strength by the pioneers of vocational and occupational education, has reached the point of diminishing returns. Society, its legislators and professional educators must come to realize that each component unit of the educational system must be in its place, interconnected, and joined to form a true continuum for people. This does not mean the loss of special purpose, mission, or identity of each unit.

It is crucial to education that the integrity of each unit within the educational continuum be maintained. Loss of that integrity would be a far greater problem than a lack of articulation. I would not and could not support an articulation model which would obliterate the distinction between the units of the educational continuum. Elementary must remain elementary, secondary must remain secondary and post-secondary must remain post-secondary. However, the educational delivery system cannot have individual components going in opposite or independent directions without at least mutual interaction and knowledge of each others' goals.

Recommendation #3

That Congress require that articulation be undertaken by all units of vocational, occupational and technical education.

Recommendation #4

That Congress direct the Office of Education to conduct articulation studies and implementation programs with the "discretionary" money allowed the United States Commissioner of Education under Part D of the Act.

SECTION III. ADVISORY COUNCILS

An institution providing vocational/technical education needs an organized mechanism for assuring that its services are acceptable to the clientele and to employers, and for keeping its services current with its clientele's needs and with the needs of the labor market. Public institutions frequently are required by law to have a General Advisory Committee to fulfill this function. In addition, public institutions are normally expected to have Occupational Advisory Committees to assist each program in keeping current with the requirements of the occupation for which it prepares and to assure the acceptability of the program to the clientele.

Whether or not required by law, such committees have been found to be highly desirable and useful to vocational/technical education. It is important that where the committees exist, they be used effectively rather than perfunctorily.

State and National Advisory Councils could play a very important part in the planning process for vocational education. Generally speaking, state advisory councils have demonstrated their ability to serve as a communication linkeage among labor, management, education, business, industry, the public at large, and special interest groups.

To facilitate the planning and operation of occupational education programs at all levels of education, it is necessary that advisory councils represent occupational interests, the interests of the clientele and the interests of the educational institutions concerned with occupational education.

The GAO report entitled "What Is the Role of Federal Assistance for Vocational Education?" indicates that not all State Councils have been fully representative. These councils, financed at about $3 million annually, were to be comprised of persons representative of or familiar with needs for occupational education.

In New Hampshire only one member out of 18 on the State Advisory Council on Vocational Education is from a two year college. Any person connected with our system of 6 Colleges and a Technical Institute is excluded by a regulation of the United States Office of Education which stipulates that Colleges supervised by the same board which supervises the State Advisory Council shall not be represented on the Council. In New Hampshire, this regulation effectively excludes the only extensive post-secondary occupational education delivery system from participation in council activities.

Additionally, the State Advisory Councils have been delegated by the Vocational Education Act in 1968 to perform an oversight role. In fact, their evaluations have been imprecise, unscientific, invalid, and lacking a necessary amount of rigor.

Recommendation #5

That a technical amendment be added to the Act that would mandate full participation and representation by State supported 2 year colleges and technical institutes on the National Advisory Councils and State Advisory Councils.

Recommendation #6

That the level of funding for state advisory councils be upgraded to provide adequate financing of precise, scientific, valid and rigorous evaluation and research as directed by the Congress.

In conclusion, I want to thank Congressman Perkins for giving me the opportunity to enter this statement as part of the record. I am sure the Congress will give full consideration to the needs of two year colleges and the outlined recommendation when drafting the final language to renew the Vocational Education Act. Thank you for the privilege of testifying before your sub-committee.

We will be happy to provide, or attempt to provide, further concrete or philosophical information at your request.

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NEW HAMPSHIRE
Vocational Technical COLLEGES AND TECHNICAL INSTITUTE

BERLIN
LACONIA
CLAREMONT
CONCORD
PORTSMOUTH
MANCHESTER
NASHUA

1975-1976

State Department of Education
Division of Post-Secondary Education
Concord

APPENDIX II.—NEW HAMSPHIRE POST SECONDARY VOCATIONAL-TECHNICAL EDUCATION SYSTEM, STATUS OF JUNE 1974 GRADUATES AS OF SEPTEMBER 30, 1974

Institution	Number of graduates	Employed full time	Employed part time	Continuing education Full time	Entering service	Seeking employment	Not seeking employment	Status unknown
Technical Institute—Concord	158	116	1	19		4	11	7
Vocational-technical colleges:								
Berlin	93	62	6	4	2	7	2	10
Claremont	90	74	1	6		4	5	
Laconia	50	43	1	2		4		
Manchester	93	81		8		2	2	
Nashua	70	60	1	4		1		4
Portsmouth	76	65	3	4		2	2	
Total	630	501	13	[1] 47	2	24	22	21
Percent	100	80	2	7	1	4	3	3

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[1] The 47 graduates continuing their education on a full-time basis listed the following colleges where they plan to attend: Boston University; Central Connecticut State College; Concord Hospital, School of Nursing; Keene State College; Lyndon State College; New Hampshire College; New Hampshire Technical Institute; Northeastern University; Notre Dame College; Plymouth State College; Rochester Institute of Technology; University of California; University of Kentucky; University of Lowell; University of Miami; University of New Hampshire; University of West Florida; Virginia Polytechnical Institute; and Yale University.

VOCATIONAL ADMINISTRATORS OF PENNSYLVANIA.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, Longworth House Office Building, Washington, D.C.

DEAR MR. PERKINS: The hearings on pending legislation for federal funding of vocational education are of great concern to the Vocational Administrators of Pennsylvania. They are extremely interested in the outcome of these proposals which may well affect the cost and quality of vocational-technical education for years to come. The Vocational Administrators work at the local level—where the action is—because theirs is the responsibility of planning for, budgeting for, and operating schools, as well as for placing graduates on the job, all at moderate costs.

The Vocational Administrators of Pennsylvania, in a meeting held February 26, 1975, directed the Legislative Committee, which represents this group, to forward to you their opinions as expressed in the meeting.

First, however, it should be mentioned that the Vocational Act of 1963 (P.L. 88-210) and subsequent amendments provided much impetus for states and local districts to contribute their fair share of funds needed for providing facilities and employing personnel necessary to implement the great expansion of vocational education in secondary, post secondary, and adult training programs. This legislation was instrumental in enabling educators to convince taxpayers and boards of education to invest locally in this neglected, but much needed education. Since vocational education has made much progress under P.L. 88-210 as amended, and since the American Vocational Association proposal does not differ greatly from this Act, the Vocational Administrators find this proposal most acceptable by far.

We should like to emphasize our position by stating the following points:

1. We support the traditional federal-state delivery system of channeling funds to local districts, a system which has been very effective in achieving results as evidenced in the greatly increased number of secondary and adult persons receiving quality vocational education since 1963.
2. We are unalterably opposed to the concept of revenue sharing.
3. We raise little opposition to removal of categorical funding within the Vocational Act, but we should like to recommend that funds for vocational education be appropriated at the federal level to be used at the discretion of the local level, since it is there that needs are most apparent and understood.
4. We maintain that vocational education at all levels should be taught whenever possible in existing facilities designed specifically for vocational education and administered under public control by qualified vocational educators.
5. We feel that limitations should be placed upon the amount of money used administratively in disbursing of federal funds.

These suggestions are respectfully submitted for your consideration.

Very sincerely yours,

NELSON F. GISH,
Chairman, Legislative Committee.

LOS ANGELES CITY BOARD OF EDUCATION,
Los Angeles, Calif., January 23, 1975.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: As the 94th Congress convened its first session on January 14, 1975 it was called to my attention that you, as Chairman of the House Education and Labor Committee, introduced three bills, all of which would continue categorical support for vocational programs now provided by the Vocational Education Act which expires June 30, 1975.

The Los Angeles Unified School District strongly supports the proposed vocational legislation introduced by the American Vocational Association which, in essence, would basically leave the 1968 amendment to the Vocational Education Act intact. I concur with the AVA that the current law is a "very good piece of legislation" and should continue. I also agree with the AVA that there is a great need for increased vocational funding at a time when unemployment rates are rising and the need for vocational training and retraining is greater than ever before.

The AVA bill would also consolidate Part C (research and training), Part D (exemplary programs), and Part I (curriculum development) and include funds to strengthen teacher training programs, provide aid to schools for job placement, and authorize a new program for statewide vocational education planning, all of which the Los Angeles Unified School District can endorse.

However, the bill which was drafted by the American Association of Community and Junior Colleges concerns me greatly. As superintendent of a unified school district, I cannot support this bill because it separates the administration of vocational education programs at the secondary level, calling post secondary programs "occupational education" and high school programs "vocational education." The AACJC's bill would maintain a single appropriation for both, but proposes that the state allotments be changed so that 80% of the funds would be split equally between high schools and college programs, with the additional 20% divided between the two at the discretion of the state advisory councils on vocational education.

When one considers the concept of career education, which is a delivery system designed to prepare high school students with employable skills, it appears to me that the AACJC bill has missed the mark when one considers the number of students enrolled in the high schools of this nation compared to those enrolled in the community colleges.

Far too many vocationally trained youngsters choose to enter the world of work upon high school graduation rather than pursue post secondary "occupational training." The AACJC formula would definitely mitigate against high school districts that not only have a greater number of students to serve, but also would be subjected to the decisions of state advisory councils which are influenced and dominated with people who are higher education oriented. Therefore, the discretionary 20%, or a greater part of it, would, in my opinion, be allocated to the community colleges leaving the high schools without their fair share of VEA funds.

As a stalwart supporter of vocational education for many years and one who greatly influenced the passage of the landmark Vocational Education Act of 1963 and the 1968 amendment, I would respectfully request that you use your influence and reputation in both houses of Congress to draft legislation which would extend the provisions of the existing Vocational Education Act, devise a state allocation formula which is fair and equitable to both high school and community college districts, and incorporate those recommendations proposed by the AVA.

Respectfully,

WILLIAM J. JOHNSTON,
Superintendent of Schools.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 3, 1975.

Hon. CARL PERKINS,
Chairman, House Education and Labor Committee, Rayburn House Office Building, Washington, D.C.

DEAR CHAIRMAN PERKINS: For the information of your staff and appropriate subcommittee staffs and members, I have enclosed a letter from Mr. Donald B. Zucco of the Johnstown School District outlining a problem involving federal funds for vocational schools.

I am sure you and your staff are already aware of this difficulty, but I pass it along to add strength to the desire for change to help schools in this situation.

I thank you for your consideration.

Sincerely,

JOHN P. MURTHA,
Member of Congress.

THE GREATER JOHNSTOWN SCHOOL DISTRICT,
Johnstown, Pa., February 13, 1975.

Congressman JACK MURTHA,
Federal Building, Johnstown, Pa.

DEAR JACK: We have been reviewing and evaluating many of the programs in The Greater Johnstown School District. One that we have assessed to be in need of much assistance is our vocational program that we maintain as a part of our comprehensive high school program.

A problem we have encountered is that the federal funds, under the vocational education amendments of 1968, P.L. 90-576, make funds available for construction of area vocational-technical schools. The difficulty that we encounter is that the vocational programs, maintained in school districts are unable to get some of the federal funds to assist in the construction costs because we are not an area vocational-technical school.

We have encountered similar difficulty when speaking to the Southern Allegheny Planning Commission. It appears again that because of guidelines in the law, priorities are established which make dollars available to area vocational-technical schools for construction and expansion; however equal amounts to comprehensive high schools are not available for expansion and construction.

It appears that this is a serious problem to those of us in settings where, because of increased desire for vocational education, there is a need to expand programs in comprehensive high schools even though we participate in an area vocational-technical school.

I have testified recently before several committees in our state to complain about the problem we have encountered. I have also written to numerous districts in the state who maintain vocational programs in comprehensive high schools, most have experienced the same difficulty we are encountering.

I understand the vocational amendments are presently being redrafted, any assistance in having the law modified so that comprehensive high schools could also get funds for expansion and construction for vocational programs would be certainly appreciated by The Greater Johnstown School District.

Sincerely yours,

DONATO B. ZUCCO,
Superintendent of Schools.

MANUFACTURERS ASSOCIATION OF ERIE,
Erie, Pa., March 24, 1975.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: The Board of Governors of the Manufacturers Association of Erie representing over 950 firms in Northwestern Pennsylvania, has resolved to support amendments to Vocational Education Act of 1963 (P.L. 88-210) as proposed by the American Vocational Association and incorporated into H.R. 17304.

Industry in Northwestern Pennsylvania, and our Association in particular, has worked closely with our vocational education institutions for many years in both secondary and post-secondary programming. We firmly believe that policy and authority for the administration of federal vocational funds should rest solely with the Pennsylvania Board of Vocational Education. Furthermore, we strongly endorse the principle of having vocational education at all levels taught in existing facilities designed specifically for vocational education and administered by qualified vocational educators.

Inasmuch as adult occupational education is of prime importance to the industries in our area who for many years have been faced with a skilled worker shortage, we support fully the additional funding for this type of training as provided for in the American Vocational Association proposal.

Sincerely,

RAYMOND G. WEBER,
Executive Director and Secretary.

ATLANTA PUBLIC SCHOOLS,
OFFICE OF THE SUPERINTENDENT,
Atlanta, Ga., February 14, 1975.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: The Atlanta Public Schools supports the proposed vocational legislation introduced by the American Vocational Association, which would basically leave the 1968 amendment to the Vocational Education

Act in tact, but strongly opposes the bill drafted by the American Association of Community and Junior Colleges. Not only does the AACJC bill propose the separation of administration of vocational education programs at the secondary level, but further proposes that state allotments be changed so that high school and college programs split equally 80 percent of the funds. The additional 20 percent would be divided between the two programs at the discretion of the state advisory councils.

In the best interest of students in the Atlanta Public Schools who pursue vocational education and those who enter the world of work upon high school graduation, the Board of our administration respectfully request that you use your expertise and influence to draft legislation with fair and equitable state allocation formulas, thereby extending the existing Vocational Education Act.

Your continued support of Federal Legislation designed to promote educational growth of all our children will always be appreciated.

Respectfully yours,

ALONZO A. CRIM,
Superintendent.

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY MAY 7, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:35 a.m., pursuant to call, in Room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the Subcommittee] presiding.

Members present: Representatives Perkins, Lehman, Blouin, Miller, and Mottl.

Staff Members present: John Jennings, counsel to the majority; Charles Radcliffe, counsel to the minority.

Chairman Perkins. The Committee will come to order.

A quorum is present. I am going to call on a distinguished member of this Committee, Mr. Mottl of Ohio, to introduce the witnesses that he has brought here from his area.

Before I call on Mr. Mottl, I would like to say that he is one of the most outstanding members in the Congress and he is one of the most attentive members. He has persevered through the hearings, trying to improve it ever since we commenced hearings several months ago, and these hearings will continue for several more weeks.

I am delighted that the people of Ohio exercised good judgment in sending Mr. Mottl to Congress. He will be most helpful to you, and I don't think education could have made a better choice if they had searched the whole country over.

Mr. Mottl, go ahead.

Mr. Mottl. Thank you very much, Mr. Chairman, for those very kind remarks.

We have two distinguished members of the 23d District, superintendents of schools in the 23d. First of all, we have Dr. Stuart Openlander who is superintendent of schools for the community of Parma School District, which comprises three communities: Parma, Parma Heights, and Seven Hills.

Stuart Openlander has certainly distinguished himself as being one of the most outstanding superintendents of schools in the country. He is retiring this year, to our dismay, but he has done a great job for Parma, just as Paul Briggs, a great friend, Mr. Chairman, who was former superintendent of schools in Parma before he went out to Cleveland.

So we have been very fortunate in the Parma School District in having some outstanding superintendents of schools. Stuart Openlander has just done a great job. Under his careful guidance the school system has expanded and improved. In vocational education, Parma is second to none in the State and in the country, so we are very fortunate to have for our first speaker Dr. Stuart Openlander.

Our second speaker is going to be Dr. Edwin Boy this morning, Superintendent of Schools for Strongsville. Dr. Boy is relatively new on the scene in the greater Cleveland area and has done a great job in the short time he has been superintendent of schools for Strongsville, bringing it from a rural to a suburban school district.

Under his guidance, Strongsville's education system has improved greatly, so we are very honored to have both of these fine gentlemen to testify before the committee on how we can improve vocational education.

First of all, we will hear from Dr. Stuart Openlander, Mr. Chairman.

STATEMENT OF DR. STUART L. OPENLANDER, SUPERINTENDENT OF SCHOOLS, PARMA, OHIO; AND DR. EDWIN W. BOY, SUPERINTENDENT OF SCHOOLS, STRONGSVILLE, OHIO

Dr. OPENLANDER. Thank you, Mr. Mottl and Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education. I appreciate, Mr. Chairman, your remarks because in the halls of our Parma Senior High School hang the picture and records of the Congressman of whom you just spoke, and we are equally proud that he is here and I appreciate your remarks.

I am Stuart Openlander. I wish to appear before the committee in support of improved vocational education legislation as outlined in H.R. 3037.

As Congressman Mottl just mentioned, Parma comprises three cities with a population of about 150,000. There are 29 public schools divided into 21 elementary and 8 secondary, comprising also 11 elementary and 3 nonpublic schools. The three high schools, I am proud to say, have been involved and participate in the vocational programs in our Parma city schools, in that they may send students there for vocational programs, but still return to their own high school, getting a diploma from their own parochial school, and I think this is the way it ought to be.

I would like to speak of the progress in vocational education, much of it due to the possibility that we have gained through Federal legislation, and I would like to speak first of the growth of programs from seven in 1963, where 330 high school students and 526 adults participated, to 39 programs this fall, with an anticipated 1997 high school students and 7,192 adults.

Second, I would like to speak of the growth of scope of our programs, not including only the 39, but the programs such as occupational work adjustment, which has gone from one program to five, and the occupational work experience for those students less endowed with academic prowess, from one to eight programs this fall.

The plan that we arrived at with the Ohio Department of Vocational Education was called Pride [Program Review Improvement Development and Expansion], and I only hold this up to indicate to you that you would be proud to know that out in the field we developed 148-page plan, using 57 committees in eight broad areas of vocational education, using 124 educators, using 137 citizens, which I think is an important balance, with 48 meetings and under the guidance of 13 specialists from the Ohio State Department of Education.

Drawing from our study, the results of the Pride study, the Parma district submitted a plan for additions to two of our three high schools, and again through the possibilities of matching funds secured $3.9 million to make the additions that Congressman Mottl mentioned a moment ago, both of which will be opened this fall.

One is currently completed. We are using it. We will open the second in September.

This moves our offerings in vocational to 39. Congressman Mottl is pretty accurate in saying we will probably have the most comprehensive program, not the largest, but the most comprehensive, all-around program of vocational education in Ohio as we open this fall.

The enrollment has increased from the 18 percent that we had the last 2 or 3 years to an anticipated 40.5 percent this fall. That is a big jump and it pleases us because about 50 percent of our students go to college; 18 percent were taking vocational; and 30-some percent were idle, with no particular plan.

We expect an increase in the adult retraining program of about 25 percent this fall. I note that our dropout rate, 9 through 12 grades, which in 1959 and 1960 was about 7 percent, had dropped last year to .96 percent. Now, that means we will have some more problems in school. It also means that we have some better offerings though for those young people.

To keep current, the State has developed with the local district what they call the L.E.A.P. program [Local Education Agency Planning], to critique our position. Again, I hope I can make you feel good by saying that the formulas in this book make us keep up to date. What programs do we have? Are they meeting the needs? Are there needs that are not being met? It is a critique of our own local program, and in that we use labor statistics. The State furnishes a computer management by objective printout for us. It also furnishes the enrollment by departments around the State, so we can make some comparisons of how we are doing with this suburban area in comparison with the other suburban areas in the State of Ohio.

A verbal report—I haven't seen a written one from your own Manpower Commission—is a little frightening in that by the turn of the century, it is expected that only 10 percent of the jobs available will require a college education.

If this is true, we have a tremendous job ahead for some other kind of training, some of which we don't even understand at the moment.

The report also indicates that in the economic slow-down that we have right now many people will not go back to the jobs that they left because those jobs won't exist and new ones will take their place.

Speaking to the urgency specifically of 3037, I see that it delegates in part A authority to the State and strengthens their role, and I feel that is correct.

Second, in part A it requires periodic planning. This is a must.

I notice that section 106 puts the responsibility on the State for this planning, and it must be constantly updated.

In part B, it includes career guidance and exploration, and my statement of a moment ago, that there are many uncharted jobs, would make this section very important.

In part C, moneys for the disadvantaged, I notice that there is a section repealed. There is a different philosophy stated there on distribution. I think this would not be harmful to Parma, as I read it. I was concerned because it seems to me that in our large cities there are going to be more disadvantaged, and I hope that, as they testify, they will speak to this point, but in part C it increases the appropriations annually and does, I think, another very wise thing, makes the Secretary of Labor and the Commissioner of Education a partnership in developing a data bank for the type of thing that we need to know as we make future plans.

I see in part D seed money or incentive for pilot projects. In our own system—and I am sure our young Congressman hasn't had a chance to visit this, but we were able to convince the State Board of Vocational Education that some of our slower students could run a bookbinding press and department during the summer.

Mr. Motti, they bind books for our system all during the summer. They have been trained. It has been recognized as one of the two or three in the State as a successful innovation. As a pilot program, this is the type of thing that is helpful because of moneys we got through this kind of legislation.

May I relate in closing an incident that also should make you feel the intensity that I feel for this type of program, of something that happened as an interdiscipline developed in our school system.

My concern is not just for jobs, but the kind of young people that we are building. This is why we feel strongly about the comprehensive high school where a young man can be in vocational, but he can also be, if he would like to be, in the orchestra or debating team or if he wants to take Latin.

Sometimes in the trade school—I think there is a place for trade schools in the big cities. I think in our area, our philosophy is one that ought to prevail, but in this particular school during this last year—and I can show you a couple of pictures later—the discipline of the electronics division, which is a vocational division; the division of drafting; the division of automotive mechanics; and the division of welding—all four different vocational divisions combined to take a Vega away from one of the teacher's wives, tear it apart.

The drafting class drafted plans for an electric car. The electronics division laid out the electricity for an electric car. The welding division did the replacement, and the auto mechanics put it together.

We have a very unique electric car developed by some seed money that we received, and developed by the interdiscipline—and I use that term because in our high schools we have been inclined to keep the history department by itself, the english department by itself, the electronics department by itself, and only by interdiscipline communication and cooperation do we really develop young people.

I hope we have a moment afterwards so you can see some of these pictures as a testimony to something that is very unique I am sure nationally.

May I say then in closing that House of Representatives Bill 3037 contains continuous positive assistance for students in a metropolitan community, and I strongly support its passage.

Thank you very much.

Mr. MOTTL. Mr. Chairman, may we have Dr. Openlander's testimony and exhibits made part of the record?

Mr. PERKINS. Absolutely. Without objection.

[Prepared statement of Dr. Stuart L. Openlander follows:]

PREPARED STATEMENT OF STUART L. OPENLANDER, ED. D., SUPERINTENDENT OF SCHOOLS, PARMA, OHIO

Mr. Chairman and members of the Subcommittee for Elementary, Secondary, and Vocational Education, I am Stuart Openlander, Superintendent of Schools, Parma, Ohio, and I wish to appear before this committee in support of improved vocational education legislation as indicated in H.R. 3037.

The Parma School District comprises the three cities of Parma, Parma Heights, and Seven Hills. The total population is approximately 150,000 with a current public school enrollment of 23,800. The community also has one Lutheran elementary school, 10 elementary Catholic schools and three Catholic high schools. As one might expect in a suburb of Cleveland, the school population is made up of many nationality groups, predominantly middle class.

In testimony to the current federal support for vocational education may I cite the following statistics for the above school district.

PROGRESS IN VOCATIONAL EDUCATION IN PARMA

1. Growth of vocational programs in numbers

Number	Year	High school students	Adults
7	1963	330	526
7	1968	430	4,439
39	1975	1,997	7,192

(a) 32 programs were added to original 7 in 1963–75.
(b) Student enrollment increased by 1,667 students from 1963–75.
(c) Adult enrollment increased by 6,666.

A. Year	(Number of units) Youth	Adults (classes)
1963	10.20	44
1968	14.20	
1975	111.00	543

(a) 181 units were added during 1963–75 for high school students.
(b) 499 adult classes were added during 1963–75.

B. Program	Year	Students (number of units)	Adults
Disadvantaged:			
O.W.A.—1	1968	25	Occupational Work Study Adjustment programs for 14–15 year olds.
O.W.A.—5	1975	125	
O.W.E.—1	1963	30	Occupational Work Experience programs for youth who need work experience.
O.W.E.—8	1975	205	

There was an increase of 100 students in 14–15 year old and an increase of approximately 175 students age 16 and over:
Handicapped: 1973—48
Disadvantaged: 1973—309
Since 1973 similar increases in programs for Disadvantaged and Handicapped adults have occurred.

SETTING UP A PLAN

Under the direction of the Ohio Department of Education and the specific guidance and inspiration of the department of vocational education, Parma participated as a vocational planning district in 1970. The report of evaluation called P.R.I.D.E. (Program Review for Improvement, Development and Expansion) which is contained in a local document of 148 pages as one testimony to the effectiveness of the statewide effort. The Vocational Education Planning District in Ohio can be categorized as follows:

1. The individual school district which has sufficient student capacity to plan an adequate program of vocational education;

2. The contract district which allows any number of school districts to contract for vocational education with a sponsoring school district which is responsible for providing an adequate program of vocational education;

3. The joint vocational school district which requires at least two school districts to join together to provide a common board of education with taxing authrity for the specific purpose of providing an adequate vocational education program.

Parma operates under categories 1 and 2 being large enough to be an individual planning district and was asked to include a smaller neighboring district for the purposes of the planning unit.

The extensive planning provided the following types of information: Student interest and expectations; data that showed about 50% of the high school students were enrolled in a college preparation program, 18% enrolled in vocational courses, and the remaining 32% drifting; what the future holds in the job market.

With such extensive planning data available and in compliance with Section 3313.90 of Ohio H.B. 531, the Parma Public Schools submitted a vocational education plan to the State Board of Education. The plan contained projections for vocational expansion up to and including the year 1974. Approval of this plan set in motion a successful bond issue, the approval of matching funds, and the successful completing of vocational additions to two of our three high school buildings. These additions will increase the number of vocational offerings from 7 in 1963 to 39 in 1975. As a result of this expansion students enrolled in vocational education courses now total 40.51% of those eligible at the 11th grade. The adult education program offerings for retraining and apprenticeship is expected to increase by 25% in 1976.

In 1974 Parma, al[illegible] other vocational education planning districts in the state of Ohio, w[illegible] in developing L.E.A.P. (Local Education Agency Planning). This instrument was developed for local use only. The L.E.A.P. plan enables the school district to develop 1, 2, and 5-year program plan projections with statistical data to enable each V.E.P.D. district to re-evaluate their programs and make future plans. It includes information on *new* labor market demand data based on the 1970 census.

Secondly, the state provides us with a computerized print-out similar in format to "Management by Objectives" by utilizing our own local projections as collected in the L.E.A.P. Report.

Third, it also provides a print-out of enrollments and programs in seven V.E.P.D. (Vocational Education Planning Districts) as well as individual school districts so that we may evaluate programs in light of employment data available. The L.E.A.P. instrument then is strictly used for local use to enable local districts to plan more objectively.

Two statements which are emanating from the Manpower Commission are these:

By the turn of the century only 10% of the jobs will require a college education.

Changes in types of jobs are coming so rapidly that many of the people who are currently employed can't go back to their same jobs—they won't exist.

This brings the urgency of Federal-State cooperation, and financial support—and specifically to H.R. 3037.

Part A.—General provisions wisely delegates final authority to State Boards of Education but which may delegate responsibility for such fiscal management to State Vocational Departments. Further, wisely requires periodic planning including submission of planning documents.

Section 106 provides that the State Board assume primary responsibility for preparing comprehensive statewide plans for vocational education—with a provision for updating.

Part B.—I support strongly the Section 121 which would include career guidance and exploration and relates both areas to the vocational education department. Parma has been one of the leaders in the development of a K-12 career education program.

Part C.—I support Section 131 which provides, under State supervision, the authorization of monies for disadvantaged persons. Since 1968, we have conducted programs for disadvantaged youth and adults with federal financial support.

Part D.- With the increasing speed of change, it is imperative that there be incentives for pilot projects, for exemplary programs. The section by restricting establishing of standards by the Commission encourages innovation on the local scene.

May I relate as an example of innovation and inter discipline cooperation the creating of an electric car in one of our high schools.

In brief, the idea grew out of experimentations and discussions in an electronics class. The design for such a model was done in a vocational drafting class. The mechanics of the change from a gasoline engine to electric power was accomplished in the auto mechanics class and the necessary welding was done by the welding class. The resulting electric car is on display around our district by different members of the vocational staff. By-products of this creative experience are many.

In summary, H.R. 3037 contains continuous, positive assistance for students in a metropolitan community and I hope that you can support its passage.

Mr. MOTTL. I just want to compliment Stuart Openlander for the outstanding job he has done in testifying here before the committee here this morning.

Dr. OPENLANDER. Thank you.

Chairman PERKINS. Are you going ahead with your next witness?

Mr. MOTTL. Yes. As I stated before, the next witness is superintendent of schools for the city and school district of Strongsville, Ohio. The great growth in Cuyahoga County which is nearly Cleveland, Mr. Chairman and members of the committee, is going to be in this community.

We are very honored to have the distinguished gentleman from Strongsville be with us to give his input into the testimony in vocational education because they are part of a joint vocational school district, and I am sure the testimony he is going to give this morning is going to be very beneficial, so, without further ado, I would like to present to the committee at this time Dr. Edwin Boy, superintendent of schools for the school district of Strongsville.

Dr. BOY. Thank you, Congressman Mottl. Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education, Congressman Mottl has supported vocational education at the State level also and education in general. For that, we are pleased. We certainly owe him a debt of gratitude.

Dr. Boy. I am Edwin Boy, superintendent of Strongville City Schools in Ohio. I wish to appear before the committee in support of improved vocational education legislation as indicated in House Resolution 3037.

As Dr. Openlander has indicated somewhat about our county, we are a highly industrialized county. Cleveland is, of course the principal city in the area, and Strongsville is approximately 15 miles South of that large city.

We are then a part of the vast Pittsburgh/Cleveland/Toledo/Detroit industrial community, and large numbers of our people work in these industries located in our area throughout the county and surrounding counties, and in construction, which is related to these areas.

We have grown rapidly in the school system. We have approximately 15,000 students now, and it would still be considered a fairly small school system in relation to many of the large ones in the country.

We, by 1990, are projected to be the size of the Parma city schools, and this growth has caused us a great many interesting problems.

We have grown from a rural school system in the past 10 years to a suburban school system now, and certainly in the next 10 to 15 years we will be one of the largest cities in the State.

It has not been possible for us to provide much in the way of vocational education until recent times. We have had a great deal of growth, as I mentioned, and buildings in general have been our first priority.

Our current enrollment in the high school, 1,200 boys and girls in grades 10 through 12, really does not permit us at this time to support a variety of vocational offerings that we know through the various State studies that we have conducted, as described by Stuart Openlander, that we have a great deal of need for vocational education.

Our boys and girls are going into industries untrained. They are not able to compete with those youngsters who have had the benefit of vocational education.

We, therefore, have combined with three other school districts to establish a joint vocational school district. It is a plan set forth by our State Department of Education, and wisely so, to permit smaller school districts to bring the opportunities of vocational education to their boys and girls.

I have described rather fully the offerings of—the 41 offerings that are available in September of 1975 to our boys and girls by this combined cooperative venture. That is in the written testimony. I would now like to present it orally here.

One of the things that we hope to benefit our youngsters—and we have found that youngsters act out some of their feelings, and today there is a great deal of emphasis on improving the behavior of boys and girls in the high schools in the country.

We have found that bringing relevant educational programs to these boys and girls does a great deal to help them feel that they will become more productive people because of the education we can provide for them.

Vocational education is certainly one of the ways that we can do this. I have not heard of great disturbances in vocational schools in our country. It is generally in the other high schools where this is taking place.

The program is more relevant to youngsters where we have vocational education available. Many of our youngsters, as I talked with them, have said that without vocational education they are marking time until they can get into the trades or into a job where they can earn more money.

We don't think that the high school should be a holding operation. It should be a relavant program for boys and girls, and we expect that our vocational programs can help make these youngsters become more productive citizens.

One of the side effects here is that they will have better behavior in our schools. They will think more highly of us and of themselves because the program is meaningful to them.

Now, our cooperative venture has been made possible only because of two sources of funds. There were a number of times when the levy to support vocational education in our district was defeated, but the incentive of 1963 Vocational Act funds and the incentive from State funds made it possible for our people to accept the vocational education plan in November of 1972. This levy was passed. They made it possible for us to begin construction of a building which will house 1,800 boys and girls from the four districts.

As I have mentioned, 41 different vocational programs, including the T. & I. or trades and industries programs which are generally more expensive. They require larger student groups in order to provide enough students to fill a program.

The cost of that facility and its equipment is approximately $9 million, and it will be occupied in September of 1975. There will be 1,800 boys and girls at its full capacity in September of 1976, in the day program, and as many as 5,000 adults in the evening programs, which will be operating up until late in the evening in that facility.

At the same time, our school district has been building about $3 million in school buildings, so you see the growth in the area is great.

We feel the provision for Federal support for buildings in House Resolution 3037 will help other school districts in the State to provide their needed vocational facilities.

Also, many of the boys and girls in our State do not yet have the advantages that our boys and girls will have in 1975 in September.

Our State Department of Education has really driven us hard for vocational education. We have a State commitment here in the State Department of Education and in the legislature and with the governor of our State, to provide vocational education.

We feel that Federal funds have been wisely used. We certainly are accounted for very often in our school district for any vocational funds that we use. Our State department people are very careful in that they are going for the State purpose, and we think that this is good. We appreciate this kind of accountability.

Our legislature, as I mentioned, has supported us well. Inflation has caused us some deep concern for, of course, the major part of our support of vocational edcuation is local dollars, and the local citizen has one way of adjusting his personal finances and that is in the ballot box. In Ohio we must vote for any funds for education, and a citizen has the opportunity to adjust his local budget. He doesn't pay any more taxes than he has to and he can tell us "no" in no uncertain terms.

In many school districts in the State—not Strongsville, fortunately, but in many school districts in our State, this has caused some severe problems. In fact, we have school districts that are faced with closing doors and that sort of adjustment for finances.

When this happens, there are a variety of ways that those doors can be kept open. One of them is to cut the educational program. One of the most expensive educational programs because we have, of course, a greater cost for equipment and lower class sizes in vocational education—one of the most expensive programs is in that area, and it could well be one of those that we are forced to cut in many school districts. We don't like to see this.

One of the most important programs that we have, is one of the programs that could be most easily jeopardized by lack of local funds, and we would certainly hope that Congress would continue to support us with the dollars that we have received in the past and would see fit to increase those, particularly over a 5-year period, as is shown in House Resolution 3037, which allows us to do some long-range planning, and certainly we would be appreciate of that kind of consideration.

We thank you very much for an opportunity to speak with you today.

Chairman **Perkins**. I would like to compliment both of you distinguished gentlemen on outstanding statements. I do have a couple of questions I want to ask you.

First: I will ask Dr. Openlander this. If I understood your testimony correctly, you stated that 50 percent of the high school students in your school districts are in college preparatory courses, 18 percent are in vocational courses, and 32 percent are drifting, as you say.

I would just like to know why—what, in your judgment, can be done about this, the 32-percent figure, which you say are drifting. Can you get them enrolled at vocational courses? How? How do we need to go about fitting that type of student, that 32 percent, enrolled in vocational education courses, Dr. Openlander?

Dr. **Openlander**. Mr. Chairman, I think I have two immediate answers. One is that the testimony, as of fall 1975, when we will have 39 choices—of that 18 percent already going to 40, almost 41 percent. It leaves us now with 9 percent, so in Parma this fall 40 percent of the high school students in our three high schools will be in some kind of vocational program.

Now, that has happened over 2 years. That is a big jump. I think by next year this will reach 42 or 43 because we will still open a couple of other programs.

I think the second aspect is dealt with in another portion of your bill, and that is that we have opened an alternative school which makes us counsel with the 9 or 10 percent that are still left, and we go out to our community and ask employers if they are willing to take a young person who is having some difficulty. Would they give him a part-time job and we will in the evening relate his instruction to the kind of a job that we have.

The fact that our dropout rate has dropped from 7 percent down to less than 1 percent would illustrate that we are doing that, so I think, to review the two things, as we open these new programs, our 18 percent will jump to about 41.

Second: Your encouraging us and giving us seed money, incentive money, to experiment with the disadvantaged will cover most of the other gap.

Chairman PERKINS. Do you feel then with more adequate funding and more accessibility to various types of trades and crafts and other types of training in the vocational area that you will be able to pick up this 32 percent?

Dr. OPENLANDER. Very confident. Very confident.

Chairman PERKINS. Do you feel that that is the only way that you could pick them up? In other words, you would fail if you undertook to send them back to regular high school or college liberal arts programs where they dropped out? Do you feel that this is the only way you can solve that problem?

Dr. OPENLANDER. I see very little change in the programs of our colleges. I see our communities recognizing that they have an important part in the education of a young person, and this is making a willingness on the part of businessmen and businesswomen, industrial people, to say: "Let us carry a little of this load, if you can carry part of it, if we can get some money to put these youngsters in an evening school and give them some related training." It has been very effective in our community.

Chairman PERKINS. Now Dr. Boy, I notice in the Parma program you used voluntary committees. What was your experience with these committees? Were they made up of teachers, businessmen? Do you feel in writing this legislation that we should require such committees? Go ahead, Dr. Boy.

Dr. BOY. These committees were made up of businessmen in the various areas. There were a few teachers who were involved, incidentally, but the vast majority of the membership was of businessmen in the various areas, people working in the area, office management, et cetera, so that they could assess the number of jobs in our community and help us to develop a program which best fits our part of the county and would provide the needed trained personnel for their industries in approximately the numbers necessary for replacement and growth through the years.

It was a very exhaustive study. These people who are lay people put in a great deal of time, and I think in part helped to answer the question of how we get the kind of support from the community. Their environment there—they see the potential of vocational education and there is a tremendous amount of support on this basis.

Chairman PERKINS. Mr. Mottl?

Mr. MOTTL. Thank you, Mr. Chairman. I would just like to compliment Dr. Boy for his outstanding testimony also before the committee and request of the Chair that his statement be entered into the record also.

Chairman PERKINS. Without objection, it is approved.
[Prepared statement of Dr. Edwin W. Boy follows:]

PREPARED STATEMENT OF DR. EDWIN W. BOY, SUPERINTENDENT OF SCHOOLS, STRONGSVILLE, OHIO

Mr. Chairman, members of the Sub-Committee for Elementary, Secondary, and Vocational Education, I am Edwin Boy, Superintendent of Strongsville City Schools in Ohio. I wish to appear before the committee in support of improved Vocational Education Legislation as indicated in House Resolution 3037.

The City of Strongsville is located in Cuyahoga County, approximately fifteen miles south of downtown Cleveland. The Ohio turnpike and interstate 71 intersect in our city, and we are within a few minutes of Cleveland Hopkins International Airport. Cuyahoga County has the greatest density of population in the state of Ohio, 3,775 persons per square mile as contrasted with the state average of 260 persons per square mile. The county qualifies under Title IV for the Public Works and Economic Act of 1965 and exceeds the state average of five percent of total recipient receiving assistance from Federal Participation Programs. Cuyahoga County is heavily industrialized.

The city of Strongsville, of all the suburbs in the county, has had in the period 1963–1973 the most dramatic percentage increase in population of those 16 years of age and older, 85%, and increase in labor force, 93.5%. Although county statistics in these two areas are relatively stable, our high school, with an enrollment of approximately 1,200 boys and girls in grades ten through twelve, has been able to offer nine Vocational Programs, principally Home Economics. During recent years equipment has been purchased by combining local participation with state and federal funds on a 50 to 50 matching basis. Between 120 and 165 boys and girls have been able to participate in these programs principally in the clerical, home economics, and occupational work experience area. It has not been possible to build or equip T and I shops for the district due to rapid growth which forces general building to be top priority, and the number of our enrollment makes it inefficient to operate expensively equipped shops for as few as 20, 40 or 50 boys' and girls' use during any one year.

The need for vocational training has been with us for a great many years. Far fewer than 50% of our graduates attend any form of Post Secondary Educational Programs. For many years a large number of our graduates have been turned to the labor force with a general education.

In November of 1972, our community, with three near-by communities: Olmsted Falls City Schools, Berea City Schools, and North Olmsted City Schools joined forces to plan and to build a joint vocational school for the Southwest Cuyahoga area. This school will be completed in September, 1975 on a 51 acre site in a central location. Where our offerings in Vocational Programs in past years were few, the joint vocational school is designed to provide vocational education for 50% of the juniors and seniors in the combined school district, approximately 1,800 students, and the school will enroll between 3,000 and 5,000 adult students each year. The school will be staffed by 82 teachers, three counselors, and three supervisors. Vocational Programs will be offered in Agriculture, Business, Agriculture Work Experience, Horticulture, Horticulture Equipment, and Mechanics, Land Scaping, Nursery, Small Animal Care, Business and Office Education, Account Clerk, Clerk Typist, Cooperative Office Education, Data Processing, Computer, High Skilled Stenographer, Supervision-Administration Management, Distributive Education, Office Duplicating Specialist, Senior Intensive Business Core, Intensive Distributive Education, in the Health Occupations, Dental Assistant, Diversified Health Occupation, Diversified Cooperative Health Occupation, Medical Assistance, in the home economics area, Child Care, Cooperative Home Economics, Fashion Trades, Food Preparation and Service, Environmental Services, and in the extremely important area to us in our industrialized community of trades and industry, Air Conditioning, Heating, Auto Body Repair, Auto Mechanics, Building Maintenance, Business Machinery Repair, Carpentry, Commercial Art, Communication, Electronics, Cosmetology, Diesel Truck and Bus Mechanic, Drafting, Graphics, Industrial Electricity, Industrial Electronics, Industrial Maintenance, Machine Trades, Welding and Metal Fabrication. The building, the equipment, and the staff are provided for by local, state, and most important to us here today, with federal funds made possible through the Vocational Act of 1963.

Approximately 900 boys and girls will complete courses each year at this school. The vast majority of them would not have had an opportunity for vocational training and none of them would have had the opportunity to make a selection from such a broad variety of courses. It will be possible for boys and girls entering the job market to be matched with employment opportunities in the area. A large number of vocational committees composed of citizens of the total area, potential employers, people who are well acquainted with the job market in the area served by various occupations should make it possible for boys and girls to make better choices of their Instructional Program and should help to provide that motivation necessary for success at any age or level of our program and beyond.

Thomas Hobbs advised that "Knowledge is Power," and Socrates, "Know Thyself." Career guidance is predicated on these premises. To merely offer a program in instruction is not enough. It is necessary to match the interest of our boys and girls with the employment opportunities available in our area and to provide the program to make it happen. Provision for staff training and leadership training as provided by House Resolution 3037 are necessary. I feel very strongly that this total program should be coordinated within the vocational education structure. House Resolution 3270 which provides for a separate effort to provide for career guidance and counseling plans and programming is an overlapping effort.

The Congress is currently spending approximately $550,000,000 for vocational education. If recent newspaper accounts are accurate, we have discarded in South Vietnam military equipment valued at approximately five billion dollars. I seriously question national priorities which could permit this to occur. As a school administrator, I have been involved with a wide range of federally funded programs. The investment by Congress in vocational education in the schools of Ohio provides, in my opinion, by far the greatest return dollar for dollar. In our state, this has always been a goal oriented program with strong evaluation built in from the lowest level. It is a high quality effort with proven results, well planned, excellent instruction by dedicated teachers. In our State Vocational Education Programs are combinations of the best operating procedures from an academic educational segment and the best procedures from industry. The result is an efficient, relevant program for the boys and girls of our state. I have seen federal programs wherein it was required that instruction be provided to deprived children by the same people responsible for their deprivation, not so in vocational education in Ohio. Top flight instruction is provided by competent trained teachers, not necessarily graduates of a degree program but experienced in their field, trained by state and local personnel in techniques of instruction.

I feel that in House Resolution 3037 the emphasis on planning is very helpful; and too, the increased emphasis on education programs of all levels of the school makes it necessary for Pre-Vocational Programs for youngsters. We have attempted to use the traditional Industrial Arts Program for this purpose, but it has fallen short. Planned Pre-Vocational Programs are necessary. The greater flexibility built into section C, Special Provisions For The Disadvantaged Handicapped, will be helpful. It has, in the past, been frustrating as a school administrator to have youngsters with special needs, monies available for programs, yet to be unable to reach the exact combination which allows for participation by these particular boys and girls in programs designed to provide additional funds. Section 145, which eliminates many of these requirements, will make it possible to provide needed assistance. The increase to $1200 per year per student is much more realistic than the previous $350 limitation.

Amendment to the present law which provides a minimum of 30% basic state grant to be expended for post secondary adult education seems unnecessary. I have polled a number of affected persons in our area and the consensus hefe is that 15% of the basic state grant is sufficient for post secondary education.

It appears, gentlemen, that your operation is not unlike mine. We sometimes must work very hard to determine what the community needs and wants from its schools. We must establish our priorities and, within our resources, provide for as many as these needs as possible. I speak with a larger number of citizens in the normal course of my work and they are incredulous as to our national priorities. Wherein, we dedicate our greatest effort to treatment of our ills and make gestures toward their prevention, our great country has developed, I feel, because of our dedication to general education; and we are unique in the world in this respect.

Countries are not unlike the athletes we develop in our school. It is commonly accepted that the low grade institution concentrates only on the muscles and the skill of that athlete but not upon development of his or her mind. Congress has done an outstanding job in developing of muscles in the arms and the legs; but I think, too little attention has been given to developing the head of this great organization. My plea, gentlemen, is that you help us in our efforts to provide for the complete development of our country in supporting education in ever increasing amounts. The support represented by this bill is a beginning. Congressional support for general education in this country is rapidly becoming a necessity. As the economy tightens, local revenue sources are drying up. To keep our country strong through quality education, we must assume an ever greater partnership.

Thank you for this opportunity to convey my thoughts to you today.

Mr. MOTTL. OK.

Chairman PERKINS. Is that all?

Mr. MOTTL. Yes, Mr. Chairman.

Chairman PERKINS. Let me again thank both of you distinguished educators. Your experience in this area has been most helpful to the committee and your suggestions to the committee in writing the legislation certainly will be most helpful.

Mr. Radcliffe?

Mr. RADCLIFFE. No, Mr. Chairman. Thank you very much.

Chairman PERKINS. So let me say that we hope you will be back again with us.

Dr. OPENLANDER. Thank you.

Chairman PERKINS. The next witness is Betty Stephenson, president of the National Association of Vocational Home Economics Teachers, and we are delighted to welcome you here today, Ms. Stephenson.

PREPARED STATEMENT OF ELIZABETH (BETTY) STEPHENSON, PRESIDENT, NATIONAL ASSOCIATION OF VOCATIONAL HOME ECONOMICS TEACHERS

Mr. Chairman and Members of the Committee: On behalf of the 7,000 plus members of the National Association of Vocational Home Economics Teachers we welcome this opportunity to appear before the committee in behalf of Vocational Consumer Homemaking Education and Occupational Home Economics. We likewise thank you and members of the Congress for your support of our programs in the past.

From previous hearings and others yet to come it is doubtful this committee is in want of more of the same: the same being statistical information on numbers of persons reached in Home Economics as well as the other vocational areas. Besides, any figures available to me on the national level you have available to you through such individuals as Lowell Burkett, Executive Director of the American Vocational Association; Mary L. Ellis, President of the American Vocational Association; and the National officers of the Future Homemakers of America youth organization.

Since the inception of Vocational Education a good number of years ago we have experienced in this country vast changes in our social, economic, and educational development. As we fast approach the entry into the twenty-first century it is interesting to note that a large number of basic conditions, situations and circumstances we face today are similar or the same as we faced at the beginning of the twentieth century. The differences lie primarily in the means man now has available to him in coping with these situations.

Home Economics has always been a part of Vocational Education, but only recently has the term Vocational Home Economics Education been clearly defined. For reference I site the definition as recorded in the Rules and Regulations for Vocational Education Programs, The Federal Register, (Volume 40, Number 38, Tuesday, February 25 1975).

"The term 'vocational home economics education' (consumer and homemaking and occupational home economics education) means instructional programs, services, and activities at all educational levels for (A) the occupation of homemaking including, but not limited to consumer education; food and nutrition; family living and parent education; child development, care and guidance; housing and home furnishings; home management; clothing and textiles; and, (B) employment in home economics occupations in the above areas. Such programs, services, and activities are designed to help individuals and families improve home environments, quality of personal and family life and to prepare youth and adults for employment in home economics occupations."

Vocational Home Economics programs have shown substantial gains since the 1963 Vocational Act was passed. Then with the 1968 Amendments to the 1963 Act Consumer and Homemaking Education, Part F, P.L. 90-576, provided greater educational opportunities for people of all age groups. These Amendments gave additional emphasis to the skill of homemaking which enriches the quality of life in the home as well as making it possible for youth and adults, male and female, to be successful on the job.

About ten years ago I read an article concerned with program offerings by our country's educational institutions for young people. The basic theme of that article alluded to the fact that great emphasis was placed on adequate preparation of boys and girls to enter specific skilled jobs or such professional fields as doctors and lawyers, but that little was being done in the way of preparing all youth for the greatest vocation of their lives, that of preparation for living.

A quick review of the Consumer and Homemaking Education (Part F, P.L. 90-576) and Occupational Home Economics Education (Part B. P.L. 90-576) curriculum, program materials and activities indicates that it is designed to prepare individuals for that all important vocation of learning how to live.

One thing that makes Consumer and Homemaking Education (Part F, P.L. 90-576) unique among the other vocational areas is the fact the individual participates in learning experiences in the six basic areas necessary to carry on daily life encounters. Preliminary findings on studies are becoming available now which indicate those persons who have taken Vocational Consumer and Homemaking Education (Part F, P.L. 90-576) are experiencing greater success in various facets of their lives, their job, operation of the home, being a better family member and/or parent, improved relationships with co-workers, friends, family, changed behavior as a consumer and being more ecological and health minded about the foods they eat.

I wish it had been possible for this committee to have attended the meeting I participated in last week, April 30, May 1, and May 2, in Denver, Colorado. This was a meeting sponsored by the Division of Vocational, Technical Education of the United States Office of Education, Washington, D.C., for Vocational Home Economics in Region VIII. This was one of ten regional meetings held this year. Region VIII consists of the following states: Colorado, Wyoming, Utah, Montana, North Dakota, and South Dakota. These six states do not reflect a large portion of our country's population, but their Vocational Home Economics Education programs are a good sampling of the things Vocational Home Economics Teachers are doing in this country.

Had you been at this meeting you would have heard first hand many exciting things that are being done in this Region through Consumer and Homemaking Education (Part F, P.L. 90-576) funding, and Occupational Home Economics Education (Part B, P.L. 90-576) funding. Following are some of the programs which should give you a better picture of the scope of the programs, the numbers of persons reached, the segments of our society being reached, and will let you know that Vocational Home Economics Education is on the move!

Examples of Home Economics programs in Region VIII, with funding since the 1968 Amendments to the 1963 Vocational Education Act were passed follow:

COLORADO

You have attached at the end of the formal testimony two letters that were written in my behalf recently—one by a student Leroy Gallegos, and the other by his mother, Eleanor Gallegos. I use these two letters to illustrate an aspect of education that is continuing to rise in our society—the potential drop-out.

Let me pose the situation in this manner: Had Leroy not stayed in high school, but continued on his path of cutting out and the potential of getting into more trouble with the law, what might have been the cost to society? Cost in terms of: one less tax paying citizen, being a worthy member of a community or a contributing member of our society in some career. Then look at the cost from the negative side: the cost of keeping a drop-out on some type of welfare role, or in a more extreme situation, an individual who secured his means of livelihood by breaking the law and then society picking up the tab in some penal or correctional institution. Either way it would be costly.

In my own mind it is far better for us to spend taxpayer dollars on programs such as Vocational Home Economics Education that helps people prepare for the vocation of living.

In my school, District 27-J, Brighton, Colorado, the Program Improvement Council Committee has recognized the importance of the Vocational Consumer and Homemaking Education (Part F, P.L. 90-576) program for all students. Beginning with the incoming Sophomore Class, fall of 1975, the course, Adult Living, taught by the Vocational Home Economics Teachers, has been recommended as a requirement for graduation. Furthermore the Program Improvement Council has recommended requiring one semester of Consumer Education of all students for graduation, which would be under the leadership of the Vocational Home Economics Department.

A Future Homemakers of America, the youth organization for Vocational Home Economics Education, project—Leadership Development, provided a stimulating experience for the students in the Consumer and Homemaking class, and the Future Homemakers of America Chapter activities. This small community of 700 population is commonly known as a depressed area in the state. Through dedicated guidance of the Home Economics teacher, the young people discovered a whole new world. Since the beginning of this project several years ago, some of the students have been involved in state and national Future Homemakers of America conferences. One student helped write a brochure for distribution through the National Future Homemakers of America office. These young people now have a different image of themselves, and being from a "depressed" area, they know that class and club work are an extension of each other as well as involving community people and parents through their advisory committee and community projects.

In Jefferson County, Lakewood, Colorado, this past year, in one Junior High School there were more boys enrolled in ninth grade Boys' Junior Chefs class than in the ninth grade boys physical education class.

Another segment of our society being reached in greater numbers in Colorado is with the inner city and disadvantaged persons of all ages. In the Denver, Colorado, schools several programs are showing great involvement with these people. The Kitchen Class—brings women together within their homes. The coordinator-instructor, the instructor assistant (para-professional) takes the class materials into home where several people in the area gather for the lesson. Much more is gained than learning how to prepare foods and budgeting, as new friendships and relationship and understanding of others develops. The following statistics show the popularity and scope of this particular project. During the 1972–73 school year, seven para-professionals were involved, fifty-eight class conducted, and five hundred four students enrolled. These students were responsible for the improved diets of approximately 3,009 persons. At this time, May of 1975, for the 1974–75 school year over 5,000 students have been enrolled since the program started, and by the end of the school year approximately 15,000 to 20,000 persons will have been affected by this program.

An equally popular and growing program for the inner city and disadvantaged is the Parent/Child Toy Learning classes. The structure and scope of this program is very similar to the Kitchen Class. The attached pages to this testimony will give you a better picture of these two programs, and the cooperative efforts of many agencies in making these sound and successful educational experiences.

Another aspect of our society that Vocational Home Economics teachers realize, at least in Colorado, is: That in Colorado and pretty much the same across the country, between 80–90% of children in Child Day Care centers are from one parent families.

This year in Colorado, over 37,000 young people are currently enrolled in the Consumer and Homemaking Education and Occupational Home Economics programs. This is approximately one-third of the total enrollment of all vocational programs and at all levels in the state. In addition, at the present time Colorado is using over 40% of the monies toward programs in depressed areas. Part F of the 1968 Amendments Act for Consumer and Homemaking Education specified that one-third of the money was to be directed towards this group.

NORTH DAKOTA

"Consumers In The Know". This project is a joint effort between different agencies within the county, the Vocational Home Economics Teacher, an Older American's Club, and the Extension Service. This started in 1970 and has continued to grow in a number of participants as well as scope of areas covered. The thrust of this project centered on reaching adults in ways other than the on-going adult home economics classes. However, as the program developed, some regular home economics classes were held. Other methods used were: (a) flyers on consumer helps in grocery stores, (b) public meetings, (c) a traveling book service, and (d) working through adult Homemaking groups.

Another project aimed primarily toward the older Americans was called "Keenagers In the Know". A Home Economics teacher was hired to build the project throughout the state, and then programs in the various areas of home economics were carried out by the older Americans and other cooperating agencies in that particular area.

During its fourth year in North Dakota about 85% of those served by the various services and programs were of Indian heritage.

In the October 1974 issue of the North Dakota Vocational Newsletter, several articles alluded to program expansion. There have been eleven new schools offering Consumer and Homemaking Education, and six new programs in Occupational Home Economics. In addition a report on adult home economics education classes shows enrollment increases of 76% during the 1974 year, which involved 5,487 people in 40 communities.

Another article told about reaching the public through a series of thirty minute television programs, created and produced by college Home Economics majors. Topics covered were: Historical Development of Home Economics; Consumer Concerns; Home Safety; Child Care; Careers; Metric System; Home Art; Community Services; Nutrition and Designer Fashions. Over 6,500 homes were reached through this series. Still in another area of North Dakota, older Americans were involved and participated in an eighth grade Home Economics class, where they shared their talents with younger people. Due to the success and satisfaction this experience will be continued.

A child day care class of eleventh and twelfth grade boys and girls in another school provided students with the learning experiences of working with children in—a play school they organized, a private day-care and nursery school center, and in an elementary school. The outcomes observed included career experience, responsible leadership, and better understanding of children. This class will be repeated for other students during second semester.

Another example: In the area of nutrition—two different home economics classes consisting of boys and girls combined their efforts in teaching smaller children. They taught nutrition to kindergarten, third, and fourth grade pupils in their school system. Not only did the home economics students learn about nutrition, they also had a look at the career of teaching.

MONTANA

In Montana great strides have been taken in designing Home Economics school programs relevant to the Indian youth. This also involved in-service and other training methods to assist the Home Economics teacher to know better how to teach the Indian people.

Because of the Part F funding, the Vocational Home Economics teacher was able to expand services to the Indian population where Indian children make up a fairly good number of the school population. In addition the Indian children are quite transient and the programs had to be flexible. Programs have developed around child care services, Indian crafts—bead work, and Indian foods, to name a few. In one Indian school this year, 31 boys and 23 girls are enrolled in the Consumer and Homemaking classes. They are involved in a work-study program in the elementary schools. In another school the Senior students work with the beginning Home Economics students in the seventh grade.

SOUTH DAKOTA

From South Dakota we heard about how the Vocational Home Economics programs are now incorporated into the Youth-Training, Correction School for youth during their detention in this school. The average is sixteen years, although some have been as young as ten and thirteen years old. Besides Occupational Home Economics, Business Office, and Auto Mechanics are also offered to these youth. The week of April 21, 1975, the enrollment in the Occupational Home Economics class was 12 females and 26 males. At one time during this past year there were 24 females and 57 males. Since the average stay is approximately five months, the attendance varies considerably and individualized instruction is most effective. Due to the newness of this program, present offerings are related to the food service area. This is just another example of the new look of Vocational Home Economics classes. They are reaching out to those segments of our society that have been shunned by others.

I only wish time would permit me to elaborate on the many other programs that have come into existence in recent years. These programs were developed primarily since the 1968 Amendments Act, Part F (P.L. 90–576) funding became available. Because of the funding, the new programs were developed while still maintaining and enriching the programs already in existence.

In looking ahead, it seems to me the issue we in this country need to be addressing ourselves to is—how soon will we provide additional facilities, supplies, equipment, learning materials, and personnel so these programs are made available to all of our people, regardless of age? A continuation and marked expansion of Vocational Home Economics funding would permit the Vocational Home Economics Teacher, the grass-roots person, to provide these opportunities.

Opportunities would be limitless in providing greater programs for our people in Consumer and Homemaking Education, Part F (P.L. 90–576), when the following needs become common procedure in all school districts throughout this country:

NEEDS FOR THE FUTURE

1. Education for responsible parenthood and adulthood through the Vocational Home Economics Education program should be one of the top priorities in the public schools.
2. School administrators, counselors, and teachers should help parents recognize that education for family/adult living for their sons as wells as their daughters is as important as education which prepares for college or gainful employment.
3. Pre-service and in-service education for homemaking education teachers must continue to provide professional preparation and leadership in all areas of family life and education for adulthood.

For too long a time now too many people "concerned" about education have gotten hung up on terminology, latest educational fads, past archaic teaching methods, and traditional patterns of what education is all about. In the meantime the youth have passed through our educational institutions, many deprived of the plain "learning how to live." Much money has been wasted, but more seriously, is the wasted talent, abilities, and potential of our nation's greatest resource, its people. Another way one may look at our educational environment is this—Our youth and adults have learned in spite of us. "US" being anyone and everyone who directly or indirectly is associated with education.

I am concerned about some of the proposed legislation currently under consideration at the national level. The Consumers Education Program which has passed and was authorized under the Education Amendments of 1972 and 1974 (P.L. 92–318 and P.L. 93–380) funds are pending under the proposed supplements. Appropriations for fiscal year, 1976 are at 3.1 million dollars. This would be a duplication of effort as these programs are already offered under the existing Consumer and Homemaking Education Program, Part F, P.L. 90–576.

Proposed legislation: The Child and Nutrition Act of 1975, the Child and Family Services Act, and the Comprehensive School Health Education Act of 1975 are further examples of what appears to me to be much duplication of effort and therefore a waste of the taxpayer's money. In the case of the Comprehensive School Health Education Act, H.R. 2600, much duplication of effort and curriculum coverage is evident. We in Vocational Consumer and Homemaking Education are in favor of health education, but we are opposed to the duplication of our efforts.

There is available vast amounts of current up-dated curriculum guides and materials in all areas of Home Economics. The tax-payer's money does not have to be used to develop new curriculums or programs that are already in existence and being used quite effectively.

Isn't it time we put aside our biases and get at the task at hand? That is to make available whatever is necessary and needed in providing the citizens of this country with educational opportunities from childhood through adult years. Opportunities so they may function adequately in an ever changing society, realize some kind of success throughout their lifetime, cope with the uncertainties in a more responsible way, and find pleasure in their relationships with others.

Again, I refer to the Region VIII meeting in Denver last week where one speaker provided the following information: In a recent survey of young people the largest percentage said the status symbol of the future would be—"*a stable family life.*" We have to have better parenting before we have stable families. No better place do I know of to provide educational opportunities in preparing people to experience a stable family life than through enriched and expanded Vocational Home Economics Education Programs.

In conclusion, we offer our continued assistance for additional evidences in helping you with your deliberations and providing a means whereby vocational education and specifically Vocational Home Economics Education, Part F P.L. 90-576 can not only continue but assume a greater role in the development of human resources.

LEROY A. GALLEGOS,
February 23, 1975.

How I got involved with Home Ec. was when I was a junior a Brighton High. Six guys including myself transferred into Family Living from English. We all were childish, hitting each other doing nothing in class thus we should have failed the first semester. But Miss Stephenson gave us C's instead of failing us liked we expected. By doing this we were shocked and amazed. We all knew from this act of doing that somebody cared about us in the school system.

The next semester was completely different, we workcd together as a class & classmates, with respect for each other. In our senior year Home Ec III was the next step, but only for girls. Miss Stephenson pleaded with the principal, thus we were in. Two guy's including myself were in one classroom the others moved or were in a different classroom.

I learned about Home Ec. and its importants in everyday living and also won the Sterling Silversmiths of America Award, never won by a boy at Brighton High.

Now through Miss Stephenson I'm in college attending University of Northern Colorado. I'm majoring to be a Vocational Home Economics Teacher. Through my experience with her she has lay down the groundwork of my life & what I want to be.

FEBRUARY 20, 1975.

MRS. LEE MOORE,
President, Colorado Home Economics Association.

Dear Mrs. Moore: For the longest time, I have wanted to express my feelings about Betty Stephenson and her teaching ability. I will never be able to in a letter, but it will give some indication about the way I feel about her. During the time my son Leroy Gallegos was in her class he learned so much more than I expected he would in a family living class.

At the beginning of his Junior year he took the family living class thinking it would be an easy way to get credit toward graduation. He wanted to drop out of school and we couldn't convince him to stay in. He told Miss Stephenson he would be dropping out and she wouldn't accept that. She took an interest in him and encouraged him to stay in school. This wasn't easy, my son is very stubborn at times. Miss Stephenson has a way of expanding learning experiences to carry out into the home and into the community.

Example: Project #1.—For this particular project Leroy had to do the shopping, menu planning and cooking for the entire family. He learned budgeting, compared prices, ways to prepare meals and the nutritive value of foods.

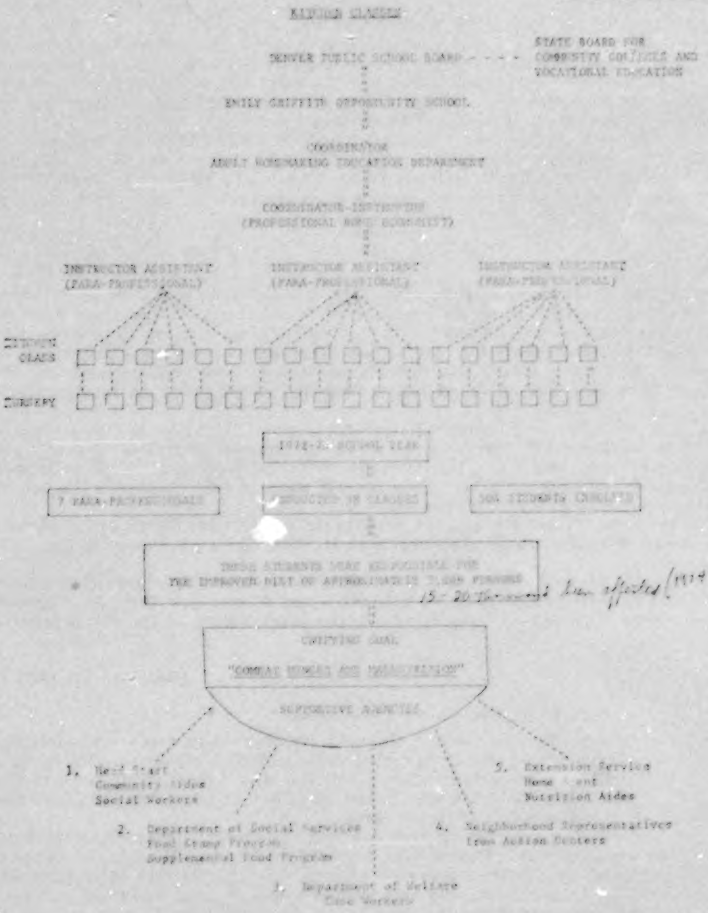
Project #2.—This project was on home decorating. He decided to do the bathroom downstairs in colors more to his liking. First he painted the walls in a pale peach color. He hung curtains with a multi-color print, then he bought accessories to match with a gold accent.

Other things he learned were sewing, filing income tax, and most important of all, how to make decisions and be positive in his attitude.

In my opinion Betty Stephenson deserves the "humanitarian of the year" award as well as the "Teacher of the Year." If all teachers were like Betty Stephenson the educational system would be second to none.

Sincerely,

ELEANOR GALLEGOS.


OUTREACH CLASSES
DENVER PUBLIC SCHOOL BOARD
STATE BOARD FOR COMMUNITY COLLEGES AND VOCATIONAL EDUCATION
EMILY GRIFFITH OPPORTUNITY SCHOOL
COORDINATOR ADULT HOMEMAKING EDUCATION DEPARTMENT
COORDINATOR-INSTRUCTOR (PROFESSIONAL HOME ECONOMIST)
INSTRUCTOR ASSISTANT (PARA-PROFESSIONAL)
INSTRUCTOR ASSISTANT (PARA-PROFESSIONAL)
INSTRUCTOR ASSISTANT (PARA-PROFESSIONAL)
OUTREACH CLASS
NURSERY
1972-73 SCHOOL YEAR
7 PARA-PROFESSIONALS
CONDUCTED 18 CLASSES
306 STUDENTS ENROLLED
THESE STUDENTS WERE RESPONSIBLE FOR THE IMPROVED DIET OF APPROXIMATELY 1,500 PERSONS
UNIFYING GOAL
"COMBAT HUNGER AND MALNUTRITION"
SUPPORTIVE AGENCIES
1. Head Start Community Aides Social Workers
2. Department of Social Services Food Stamp Program Supplemental Food Program
3. Department of Welfare Case Workers
4. Neighborhood Representatives from Action Centers
5. Extension Service Home Agent Nutrition Aides

15-20 Thousand have been affected (1974-75)

PARENT/CHILD TOY LEARNING CLASSES

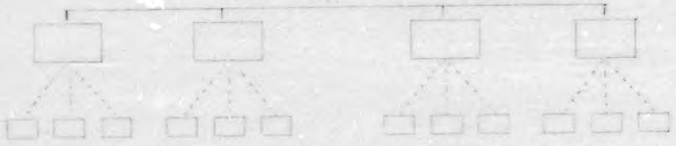
DENVER PUBLIC SCHOOL BOARD

EMILY GRIFFITH OPPORTUNITY SCHOOL
(With funds for disadvantaged through
State Board of Occupational Education)

COORDINATOR

COORDINATOR-INSTRUCTOR
(Professional Home Economist with M.A. degree and experience
in Parent Education and Early Childhood Education)

INSTRUCTOR ASSISTANTS
(PARA-PROFESSIONALS)



(Trained Nursery Attendants provide child care for each class.)

1974-75 School Year

4 Para-Professionals
12 Nursery Attendants
15 Classes (12 sessions each)

Parents were introduced to approximately 35 skills in parenting through the use of eight teaching toys during a 12-session class.

UNIFIED GOAL

Support development of a healthy self-concept of the child and support the parent in his parent role.

SUPPORTING AGENCIES

Head Start
Denver Public Schools

Quigg Newton & Warren Village
Housing Centers

Denver Public Elementary Schools

Emily Griffith Opportunity School
class in "Nursery Techniques"
for the Nursery Attendants

Lutheran Community Centers

Denver Health & Hospitals
West Side Health Center

Denver Health & Hospitals
East Side Health Center

Parent/Child Toy Learnig Classes

WHAT: A small group of parents (8-10) meeting in a neighborhood home or community facility.

The group: Meets once a week two hours each week for 10-12 weeks.

COST. . . Tuition free to Denver residents, with child care provided during class sessions.

TOYS ON LOAN. . . Each week, each parent is loaned an educational toy which they use with their own children for one week. The toys are designed to use with preschool children, ages 2 to 4 years of age.

WHY. . . To help parents of preschool children on limited incomes deal with their roles as parents. To train parents to use specifically designed educational toys to help their own children learn.

CHILD CARE. . . Is provided in another home in the neighborhood. A trained nursery attendant is in charge of the child care.

HOW TO REGISTER:

Write: Parent Preschool
850 Corona Street
Denver, CO 80218

Phone: 831-7083

Attention: June Horton

* * *

STATEMENT OF ELIZABETH (BETTY) STEPHENSON, PRESIDENT, NATIONAL ASSOCIATION OF VOCATIONAL HOME ECONOMICS TEACHERS

Ms. STEPHENSON. Mr. Chairman and members of the committee, it is a real pleasure for me to be here today. I am appearing on behalf of the vocational home economics teachers in the United States, and, as the written testimony says, we have a membership of over 7,000 this year.

In the written testimony, I have tried to present to you some of the kinds of things that we are doing out in the field across the country, but specifically in the testimony I refer to those examples of a particular region that Colorado happens to be in in the division of seven regions here in this country.

I do not wish to repeat verbatim what is in the testimony, but in summarizing some of the remarks I have for your information, the history of home economics really goes back 75 years, and it was a lady by the name of Helen Richards who was the founder of this viable and important segment of our educational programs.

She was a woman with great foresight into social, economic, and human aspects of our society, and those same three things are things that we are quite concerned about in our society today.

Through her foresightedness, many citizens of this country over the past 75 years have had the pleasure of participating in some of the most basic, meaningful learning experiences of their lives.

Now, 75 years later, we find those basic premises that set forth at that time regarding the position of vocational home economics in the total education program just as meaningful today, if not more so, because of the situation we find our country in again.

It was my intent in preparing this statement to give you some of the kinds of things that really have happened since the 1968 amendments to the 1963 act that have been going on in consumer and homemaking education.

One of the things that we in vocational home economics attempt to do is to provide the basic skills that are necessary to maintain and improve the life of the family within the home.

This also then, we find, has great carryover with the individuals who have had these basic skills—find a great carryover then in their jobs that may be outside the home, as well as the job in the home.

One of the things that we also have had the opportunity to emphasize more in our programs is to reach a larger segment of our society, those people from childhood to adulthood, people from vast areas, whether they be disadvantaged due to depressed areas or disadvantaged because of their jobs being taken away from them.

We also have tried to show you that we are covering the areas that are of great concern: Nutrition education, working with and trying to provide programs for better care of our children, preparing our young people to be better parents.

We also have done a tremendous amount of work in consumer education and, of course, we were doing quite a bit in consumer education previous to the 1968 amendments, but with that being included then in the title, a greater emphasis has been placed in our schools and by more of our people and also covering a larger segment of our society, both for the women and also a larger increase of men in our programs.

If we look back through the history very briefly in our country, we notice that home economics, it seems like after every period that we have had some sort of turmoil in our country, and it goes back actually to the Industrial Revolution, the Depression of the 1930s, World War II, that home economics grew larger in numbers, primarily because the kind of areas that we cover in our programs tended to provide the stability that was needed to make families more stable and also give the individual the basic skills necessary to keep this stability within the home.

What I have presented to you today is really through the eyes of the classroom teacher. I am a classroom teacher in a secondary school and the people that I represent are basically the classroom teachers in our secondary schools throughout the country.

One of the things that I as a classroom teacher am well aware of is that learning materials and the methods we use have to be continually scrutinized, evaluated, and questioned. One of the joys that I find in teaching our young people today is that they have a lust for knowledge. They have an ever-inquiring mind and they are very honest and they are more straight-forward, and they want to be told like it is.

I share their philosophy and so, as a result of sharing that philosophy, with testimony I submitted to you, I also submit to you your inquiring minds.

The examples, just to elaborate a little bit more on them—at the end of the testimony, I have—you have some copies there of several of the programs that are currently taking place in the large school city of Denver, Colorado.

I attached these so that you would see the scope of the—of what one group, called kitchen classes—to see that they do work with a large number of agencies which permits them to reach out and work with people that could not be reached in other traditional means of our education system.

Also the fact that they do use paraprofessionals and some of the methods that they use in obtaining and getting out to these people that do have great needs. This would be some of our disadvantaged people who have probably been dropouts in many cases, and the opportunity to work with the age groups from childhood clear through to the parents, working with them at the same time.

Therefore, Mr. Chairman, I at this time will ask for you people to ask questions, and I want to thank you again on behalf of the vocational home ec teachers, for allowing us to come before you and telling it like it is, as we see it, and, if you have questions you would like to ask me now.

Chairman PERKINS. I appreciate your being here, Ms. Stephenson. The settlement school that I attended had a very strong home economics and homemaking courses which taught at that time sewing, cooking, and many other things that go to make up home life.

It was a great success in those areas and I think those courses are most essential, but I am sure you realize—I am sure you know the Vocational Education Act now requires separate funding for our home economics programs which are not geared to producing job skills.

Do you believe that we should continue support for this nongainful home economics or should we have a program to be supported or should we leave the programs to be supported by local and State funds? This has been suggested by other witnesses now before this committee. I want to get your response.

Some witnesses have suggested that we phase out Federal support for this nongainful home economics because it is not job oriented in the minds of some people. I would like to have your response to those questions, if you don't mind, since you are here this morning on behalf of home economics.

Ms. STEPHENSON. I suppose it is always disturbing to hear the word nongainful. It disturbs me a little bit to think we have been doing something all this time and have it considered that we have not been gaining anything by it.

I think there are several ways——

Chairman PERKINS. That is not my allegation. A lot of people come in here and make these allegations. I want you to respond to them.

Ms. STEPHENSON. I would say that we do in our consumer and homemaking program—that we do prepare them for something gainful, whether it is in the home or on the job, and I don't see how it can be looked at any other way.

Sometimes we may not see the immediate results, but so often what is taught for them to help improve the family life, which is gainful in the home, eventually then has also led them to take on maybe a specific area of combination of areas that they can be employable outside the home or employment within the home where they gain money.

I think we have to look at it two ways. If they can do the task well within the home, if they were to pay themselves for that task, they would be bringing in an income, if you follow me on that.

Likewise, if they had to hire somebody to come in, they would be paying out a considerable sum, so I still feel it is gainful and there are many facets of the home economics program, whether you have somebody come in and clean the house for you. If they have sewed their own clothing and they would take the difference of what it cost them to make—buy it ready made as opposed to what it cost them to make it by themselves, I don't know how we can help but look at it as being something that has gained economicwise.

Also, these are basic skills that are used in a number of ways. With the economic situation as it is, the fact that we also help them become better consumers of goods—we try to help them understand how to purchase things more wisely and then how to use those items that they purchase more wisely.

I think one of the things in consumer education that needs to be stressed to a great degree nowadays, particularly with the economic pinch that everyone has, is that we buy both services and goods, and I think we have to help realize this. Is it not gainful if we help them to see that many of the services they are paying for, they also could perform themselves? We have gotten away from that.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. Thank you, Mr. Chairman. Just to follow up on your question a little bit and perhaps elaborate—and I don't think anybody—I would hope nobody on the committee would take exception with what you have just said, Ms. Stephenson. Certainly none of us who have wives would take exception to it.

It seems to me that lying behind the Chairman's questions and some of the testimony in which concerns have been expressed in the fact, nevertheless, that home economics is very well supported by State and local funds compared with some other parts of the vocational curriculum. I think this is because of the benefits that are there and are immediately perceived. I would like to get a reaction from you to a particular suggestion. I was glad to see in the testimony references to community outreach, because home economics is a resource, available in just about every community in the Nation, a resource that can be employed, I think, with great imagination and usefulness in the whole community. You spoke of that.

What would be your reaction if the Federal funding concerned on that aspect of your program, of community out-reach and leadership development? Plus, of course, those parts of home economics that are related to a compensated job. That might be a better approach with the Federal funds although certainly running a home is a full-time and a very demanding job, and it makes an enormous contribution, but what would be your reaction to that sort of approach if the committee considered it.

Ms. STEPHENSON. Well, I speak now for my own situation. My particular school district—I sold them on the idea and I would have no difficulty getting funding. However, I think there are many other school districts around the country where the programs should be expanded. Both boys and girls should be included in the programs, and this is done because of the Federal funding.

If you will notice, I mention in one place needs of the future. Not until we have a larger concensus of opinion among administrators and school boards that this is an important part of our program will funding be coming forth from the local level, I think, for these programs. They will agree that it is important, but, because of its very nature, just like the very nature of most of the other vocational programs, it is an expensive program to operate, and because in the past, as I have seen it from seeing it in the classroom, if funds have to be cut, they have not yet, I guess, so far as I am concerned, really accepted the fact that we have something to offer to these young people in preparation for being homemakers. I don't think of the word "homemaker" as being girls anymore. I mean this was our original orientation years ago, but I really feel that Federal funds would permit larger expansion and concentration on some of the areas that we really know are very important nowadays, and I think it is obvious with the other kinds of bills that are being offered, that really we have been handling for a number of years, that there must be a need and that, if this need is coming forth in what I call, or kind of like to think of as separated segments from a total program, then somewhere, if that need is there, why channel it off into other areas when the groundwork is there? Why not put that money and energies and all the efforts that have already been set forth—why not put that money into an established program, and this is what I mean by some districts would not, I think, funnel their local moneys into it.

In Colorado, the funding for the home economics program—and I believe I am correct on this—is about 60 percent coming from the local area, from the local districts. I feel that, if—well, I know with the 1968 amendments to the act, this provided my own department program with no tremendous amounts of money, but it certainly gave me the opportunity to improve and enrich the learning materials that I was able to make available and to expand our programs.

So, even though it may seem to have been a small amount, it certainly did make a lot of difference.

Mr. RADCLIFFE. May I just ask one more question, Mr. Chairman? I think that your testimony points up a fact I have gathered from discussions with people like Mary Allen Jolly and vocational home economists around the country—we have an opportunity to see that really you have much expanded the scope of home economics, of what it addresses itself to in terms of the needs of students beyond that which those who might have looked at the program 15 or 20 years ago recognize.

Is that an accurate assessment?

Ms. STEPHENSON. Yes, I would say so. I just remarked the other day to someone that I can't imagine what it would be like teaching the way I did 18 years ago when I started in this particular school system, because I think there has been a tremendous increase and favorable approach that we are using. Our basics are still there, which is most important, but we have new methods and means and manners in which to present this material, I think, and it is very difficult in my own mind to separate out any one segment because—and this is why I think it happened for too long a time too often in our educational program—things got too segmented. Students no longer could see how to put it back together, and I know—I would like to pass this comment on from a student in my class a couple of years ago.

They came in and toward the end of the year they said: "Now I understand why it was important to take math and some of the other things. For once I finally see we are getting somewhere."

As far as home economics go, that is why I think it is very difficult sometimes in the segments. There are various facets of it and there are basic skills and it is an occupation.

Mr. RADCLIFFE. Thank you.

Chairman PERKINS. Thank you very much, Ms. Stephenson, for your outstanding testimony. We have a member from Florida who came in, Mr. Lehman. Mr. Lehman, do you have any questions?

Mr. LEHMAN. Well, I came in within the last few minutes, but I wonder whether home economics should be that much a part of vocational education if it precludes those educational courses that can be income-producing. That is the only thing, I think.

Home economics is very important, but I am not sure whether it belongs as heavily in this day and age in regards to the type of vocational education.

I have no questions.

Chairman **Perkins**. Do you wish to comment, Ms Stephenson?

Ms. **Stephenson**. I did refer to that, but maybe I can shorten it up just a little. It is an occupation and we are preparing them in the basic skills of operating a home, and in trying to do that, to help improve the family life of their family members.

Briefly the way I put it before is that whether or not they are actually doing the job in the home, if they were to have that particular service or piece of work done by somebody else, they would be paying out the money, or they would be paying themselves.

You couldn't afford them. I guess that is one of the ways you can put it.

Mr. **Lehman**. I understand. Thank you.

Chairman **Perkins**. Let me compliment you, Ms. Stephenson, for your testimony. You have been most helpful to the committee and we appreciate it.

The committee will now recess until 9:30 a.m. tomorrow morning.

[Whereupon, at 10:30 a.m., the hearing recessed, to reconvene for further hearing at 9:30 a.m., Thursday, May 8, 1975.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, MAY 8, 1975

House of Representatives
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor
Washington, D.C.

The subcommittee met at 9:25 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Lehman, Blouin, Miller, Mottl, Goodling.

Staff present: John Jennings, majority counsel, and Charles Radcliffe, minority counsel.

Chairman Perkins. For the record, a quorum is present.

I am delighted this morning to welcome Ms. Bea Forrest, National American Affairs chairman of the Women's American ORT. We have heard many witnesses, and we know that you have a message. I know that the other members will be delighted to hear from you, and you may proceed.

Without objection, your complete statement will be inserted in the record.

[Prepared statement of Bea Forrest follows:]

Prepared Statement of Bea Forrest, National American Affairs Chairman, Women's American Organization for Rehabilitation Through Training (ORT)

Mr. Chairman and Members of the Committee: It is indeed a privilege to have been invited to participate in the democratic process by testifying in behalf of upcoming legislation which will further insure and inspire quality vocational education in our country. I do so in behalf of 120,000 members of Women's American ORT—Organization for Rehabilitation through Training—a volunteer organization which helps support the largest, non-governmental network of vocational education programs for the Jewish people around the world.

In recent years, Women's American ORT has been actively engaged in a campaign of public education to reshape parental and community attitudes about vocational education making it a quality choice for youth who are carving out new life-styles and no longer feel bound to the prestige status that isolated academic education offers.

We present this testimony as citizens who are grateful for all the benefits of public education our democracy affords, as mothers with concern for the troubled, anxious voices of youth and as ORT volunteers with love and desire to serve our communities and country from the knowledge we have gleaned through our ORT experiences at home and abroad.

We look to you the members of this vitally important Committee to continue to provide the Congress with the leadership and legislation now required to combat the growing crisis of confidence on the part of the American people in our educational institutions. We sincerely hope that our experiences and observations will prove helpful in your deliberations. We are familiar with many of the proposals before you which would further define and expand the Vocational Amendments of 1968. Since we are neither educators nor administrators our comments as we progress in this testimony will be rooted in a pragmatic approach to the philosophy of vocational education as a way of life in an era of scientific and technological discovery. *Be assured that our vested interest lies only in the youth of America as the quality of their lives and livelihoods will reflect upon the social, cultural and economic future of our Nation.*

At the outset let us state that giving definition to the philosophy and role of ORT at home and abroad will illumine our support of legislation which would:

1. insure a single State Agency—the State Board for Vocational education for comprehensive, long-range planning, for directing special funding and attention to vocational education in urban areas, for coordinating all manpower efforts and for administering Federal funds.
2. insure strengthening and expanding guidance and counseling services.
3. insure job placement as an integral part of vocational education.
4. insure Out-Reach programs for drop-outs and the unemployed.
5. insure planning and articulation between secondary and post-secondary institutions by adhering to the comprehensive single state agency plan.
6. insure funding for teacher re-training and leadership and curriculum development.
7. increase opportunities for adult training.
8. establish residential schools to serve those living at great distance from vocational schools and for those whose environment is not conducive to study.
9. insure adequate training for the disadvantaged and handicapped.
10. insure the interdependency of career and vocational education philosophically and financially.
11. establish a National Center for research and planning.

AN OVERVIEW OF THE ORT PROGRAM—TO HELP MAN TO HELP HIMSELF

Our feelings about the value of vocational education derive from long years of experience overseas. The visionaries of the Organization for Rehabilitation through Training some 94 years ago sensed the impact of the Industrial Revolution as the catalyst for aleviating poverty, for improving the social condition of Jews, for freeing them from their ghetto existence by teaching them trades which would integrate them into the economic fabric of their communities. From its beginnings in Russia in 1880 moving to countries of Eastern Europe, to the Displaced Persons camps after World War II, to Western Europe, to North Africa, Iran, Israel, India and South America, ORT has held steadfast to its philosophy of helping man to help himself. *ORT believes in the dignity of labor, in the inherent worth of the individual, in stimulating his love of learning thus assuring his right to develop to the fullest of his potential. To help a man to help himself, to build his self-respect, to free him from charity by the skill of his hands, to reinforce his identity enabling him to strengthen the social and economic fabric of his community is as relevant a concept today as it was 94 years ago.* Our modern day architects advanced the program to meet the demands of the Technological Revolution by developing curricula and building high schools and Jr. colleges to serve all youth seeking new avenues of expression. The technological age augmented opportunity and raised the standards of requirements, infusing manual proficiency with new intellectual and academic qualities.

Women's American ORT helps support this private, voluntary network of Apprenticeship Centers, Vocational High Schools and Jr. Colleges in 22 countries in 800 ORT institutions on 5 Continents with a current student enrollment of 70,000. *From its inception ORT has provided hope and education for employment to over 1,250,000 youths and adults. Our experience in reshaping attitudes of Jewish parents about vocational education using it as a social tool to break the poverty cycle for the culturally and economically disadvantaged has helped release the potential of thousands of teen-agers prepared to take their place with dignity and security in the world of work.*

ORT students are prepared in careers in some ninety fields such as telecommunications, metallurgy, interior decorating, fashion design, automated equipment maintenance, nursing, beauty culture, mechanical drafting, secretarial skills, machine design, avionics and computer technology. ORT is partially financed at the local level by the government of every country in which it functions in gratitude for developing skilled hands for their economic development. The curriculum is designed to meet the country's needs. *At the request of the Agency for International Development ORT's expertise is being used in several developing African countries.* ORT was chosen in 1961 by our government because of its experience in creating school systems that meet local needs and its success in overcoming economic, cultural and linguistic barriers. *Many Peace Corps volunteers are given language and skill training at our Teachers' Institute in Anieres, Switzerland.*

ORT'S PIONEER ROLE IN VOCATIONAL EDUCATION A HUMANISTIC APPROACH

Although the crisis in education catapulted by our youth is world-wide, it is one which ORT has been spared. *As a system serving a minority people we had to overcome prejudices and forced denials. We had to excel over given standards and in effect be in advance of educational systems in any given country.* We had to project and study trends in industry and look to fields which represented future, such as electronics, industrial design and computer technology. As a smaller system we were able to overcome the bureaucracy that inhibits change. New programs are quickly implemented and obsolete ones discarded. We recognized individual differences and established training programs at the apprenticeship, high school and jr. college levels. We had to change attitudes of Jewish parents who could not see manual work for their children.

Our schools had to be special. We built dormitories to feed, clothe and house the disadvantaged, creating a caring atmosphere for study and personal growth. We focused our attention on the whole child, providing health care, religious study, cultural and recreational activities. *Using ORT's unique motivational and technical pedagogic skills, we synthesized academic and intellectual pursuits with vocational training, keeping always in the forefront that man is master of the machine and not its slave.* There is a close working relationship between student and teacher. We benefited from the fact that we were constantly confronted as Jews by crises and subsequently the challenge of training for job placement. Our students had to be better qualified to compete in the work world. *ORT instills in its youth an appreciation of work as a means towards self-actualization.* I have seen ORT schools in France, Italy, Switzerland, Morocco, Tunisia and Israel and understand more deeply the process of rehabilitation in every sense of the word. Rehabilitating one child insures social and eeconomic mobility for the entire family.

ORT IN THE VANGUARD OF VOCATIONAL EDUCATION MEETING THE SOCIAL AND INDUSTRIAL NEEDS OF NATIONS

A system of education serving a minority people has to be anticipatory and innovative. For example: At the turn of the century in St. Petersburg, Russia, there were ORT courses organized for automechanics before there were automobiles.

In the 1950's in Iran, ORT had the only courses in refrigeration in this developing country. When that country was ready for air conditioning the need for importing technicians was minimized. ORT developed a program for bilingual secretaries to meet the needs of the Iranian government.

In the 1960's ORT France was the first to train color TV technicians before color sets were introduced. They also offered the first courses for technicians servicing automated equipment.

Now in the 1970's ORT Argentina has the first Computer Center on the South American continent. At the request of engineers from Bolivia a seminar for computerized oil exploration was held there.

It is interesting to note here that ORT schools were first established in South America at the time of World War II to provide rudimentary training and retraining for Jewish refugees.

Largely neglected after the first period of emergency, the schools failed to advance with changing technology until gradually they assumed the familiar role and image of most trade schools in the U.S.—schools for dropouts, for problem children, for the poor and illiterate. They became schools to which Jewish parents would not send their children.

To rebuild ORT in Latin America it was necessary to change its image, to prove the value of modern technological education as a social force for the strength, security and stability of their communities attracting all segments of the community. Through bold and imaginative programs, broad vision and great understanding ORT high schools serve now as models. There is general introduction to science and technology with a full humanities program, followed by advanced specialization in a given field. The total concept is to provide motivation and develop specific abilities through actual work and integrated studies that give the widest possible concept of industry and practical application of what is being learned. In school systems where the tradition is for learning by rote, for demonstration rather than participation, for theory without practical application, this is a real departure.

ORT Argentina's Department of Creative Education in Jewish Day Schools has aroused the interest of the government which has requested ORT to help pilot such programs in government schools. This innovation (based upon our Career Education concept) introduces youngsters starting in first grade to the world of science and technology by giving them the materials and the techniques to use them properly and then allowing them to give free rein to their curiosity and imagination. Studies of plant and animal life, of metals and minerals, simple electrical wiring and use of hand tools and measuring instruments all provide practical reinforcement of academic information. The child is learning to learn, to solve problems, to work independently, to gain a sense of security through creative expression. Each Creative Education Department includes a learning center equipped with a library, audio-visual materials where the child is taught how and where to look for information, how to organize, document and present it. *The teacher is the organizer of knowledge who helps develop the child's intellectual curiosity and self-expression.* This early orientation eases the decision-making process and motivates children to pursue technical studies.

Establishment of the first ORT Center of Educational Technology in Buenos Aires, Argentina offers ORT educators and eventually all educators in the Latin American network the tools, techniques and programs of modern education: video-tape, films, books, audio-visual techniques and methods as well as teachers' training and retraining seminars in order to rapidly improve the level and quality of all education.

In Casablanca, Morocco ORT offered the first technical courses for the deaf.

In Israel more than 50% of high school students are enrolled in vocational education. 45,000 ORT students in 73 ORT schools represent the backbone of the Nation. There learning is identified and related to the aims of the Nation striving for high levels of humanistic attainment.

ORT's major role in the development of Israel's education system has enabled the country to triple its vocational high school capacity in the last decade.

In cooperation with our government a pilot program for teaching the blind in textile weaving was introduced.

TV repair was taught by ORT Israel before the mass distribution of TV sets.

ORT Adult Education Centers have been established in Jerusalem, Tel Aviv and Haifa for training and retraining. These Centers also offer vocational rehabilitation for war veterans.

The ORT College of Engineering on the grounds of the Hebrew University in Jerusalem is a cooperative venture which enables the ORT high school graduate to attend college for a year and a half and earn government certification as a Practical Engineer, with appropriate credit toward a Bachelor's Degree. A major innovation will be the introduction of courses in environmental technology.

Many ORT high school graduates continue their education at one of four ORT Jr. Colleges.

ORT Israel has translated many technical textbooks into Hebrew and also published new ones.

Israel's concern for its minorities is reflected in its introduction of ORT training in many schools for Arab children.

ORT meets the needs of youth and adults who must quickly learn a skill to provide for their own families by offering short-term *"crash programs,"* pre-apprenticeship and apprenticeship courses, and *supervised on the job training*, turning the educationally disenfranchised into productive people.

In moving towards the future ORT is now organizing committees in all countries of operation on a voluntary basis. They consist of experts in education, in science and in industry who meet regularly to review and to help ORT keep pace with the potential society is reaching.

The Bramson school in New York was established after World War II to train refugees for employment in the garment industry. It is still in operation giving courses in the use of high powered sewing equipment.

In the very near future we plan to introduce ORT programs into several Jewish Day schools in New York. We also hope to establish a program at the Jr. college level applying ORT's unique motivational and technical pedagogic skills. We believe our program will serve as a model to municipal and state agencies experimenting and searching for solutions to the poverty issue via manpower development programs.

The Central ORT Institute in Anieres, Switzerland was established after World War II to train a new cadre of teachers to replace those who had perished. The most gifted students from all countries of operations receive special teacher training instruction and refresher courses here. The Institute serves as a laboratory for the research and production of ORT education materials. ORT specialists develop instructional materials which are adaptable to each of the many different environments where they are used. Flexibility is necessary not only with regard to materials but, even more significantly, with regard to teacher attitudes. ORT teachers cannot afford to adhere to any rigid cultural values. They need to be able to adapt to the indigenous culture of the peoples with whom they work.

The World ORT Union, the parent body of the American ORT Federation to whom Women's American ORT is responsible has its headquarters in Geneva, Switzerland and is responsible for the financing, administration and direction of the Network. Every five years an international Congress is convened to review and evaluate progress and to project plans for the next five year period. Directors, and lay members who represent business and labor and the community at large from all countries of operation, including the leadership of Women's American ORT are responsible for policy decisions and their implementation.

WOMEN'S AMERICAN ORT ON THE AMERICAN SCENE VOICE FOR QUALITY EDUCATION AT ALL LEVELS OF EDUCATION FOR ALL AMERICANS

For several decades our members have heightened community awareness about the value of vocational education as a way of life through community sponsored events and the mass media [illegible] support of ORT. Over and over again the question was posed—"Why don't we have schools like ORT in America?"

THE UNIVERSALITY OF ORT

The relevance of our idealogy became more and more apparent during the social, economic and educational upheavals of the 60's and 70's. Youth forced **us to take a second look at our society. A good measure of their alienation** was rooted in the affluent communities' inability to use its organized forces to help the culturally and economically disadvantaged in a constructive and meaningful way. They had doubts about scientific and technological progress because its benefits were not shared by the poor. They questioned their new knowledge because it was too far removed from what was the reality.

Changing **values** and life-styles, **their cry for relevance in learning, drug** abuse, crime and poverty, and the increasing dropout rate in high schools and colleges impelled us to take a second look at mass education in America. *Our democracy prides itself in the recognition of individual differences. We feel, however, that our educational system does not offer adequate, quality options which recognize those differences.* Youth are railroaded into the four-year college track because of pressures inside and outside the system. Adding to our Nation's problems they drop out of the system with a lack **of earning power, with a loss of self-esteem and oftimes in a cycle of** despair.

THE MOTIVATING FORCE FOR OUR AMERICAN AFFAIRS PERSPECTIVE IS TWO-FOLD

1. to help our country right the social inequities of the disadvantaged by encouraging quality vocational education as a social tool to break the poverty cycle, by sharing our ORT experience overseas.

2. to encourage quality vocational education as a pertinent option for the youth of middle America by serving as the public education arm between school and community in helping to reshape parental and community attitudes about vocational education.

Our objective is to improve the quality of our education and vocational schools as vital to the quality of life in America and as pillars of democracy's survival.

DEVELOPING A COURSE OF ACTION IN A VOLUNTEER ORGANIZATION

Involvement at the national, State, and local levels

At the national level with: The National Advisory Council on vocational education.—We have a close working relationship with the Council, attending meetings, disseminating the content of their reports and findings amongst our membership. We have testified at their Public Hearings on vocational education in urban areas in Washington, D.C., Atlanta, Georgia and in Pittsburgh, Pa.

The American Vocational Association.—We have participated in their last three Conventions—in Chicago, Atlanta and New Orleans where we had a Booth depicting our support of vocational education at home and abroad.

Office of Education—Department HEW.—We have had meetings with many government officials, including our past Assistant Secretary for Education, Sidney Marland, giving him assurance of our grass roots' support for adoption and implementation of the Career Education concept.

Correspondence with the President of the U.S. urging increased funding for vocational education.

Correspondence with the Commissioner of Career Education, Correspondence with the Associate Commissioner for Adult and Voced. TV and Radio appearances in our role as "attitude changers."

At the State level with: State Advisory Councils on vocational education.—Members of ORT have been appointed to several Councils. Testimony has been given in California and Florida. In Des Moines, Iowa ORT women were trained to be spokesmen in the State for familiarizing the community with the concept of career education. Their periodic reports are used as resource material in the process of affecting change. Many areas are involved in their Public Information program.

State Directors of Vocational Education.—Contact and cooperation with several Directors who look to ORT as a pressure group for change and influencing legislation.

Governors' Conferences on Vocational Education.—ORT members have attended and participated in Illinois, Texas, Virginia, Delaware and Georgia.

At the Local Level: ORT as a community service organization.—As a mass membership organization of 120,000 members in over 960 Chapters across America, we determined at the outset that our most significant contribution to resolving the crisis in education would be in reshaping parental and community attitudes about vocational education. To this end, we are involved at the grass roots or local community level as follows:

Sponsoring community panels bringing parents, teenagers, guidance counselors, industry and labor together to explore attitudes and opportunities in vocational education. Panels were organized in some 60 cities. Three were televised—in Connecticut, Houston and San Francisco. Several were organized for radio. Newspaper coverage was excellent.

Exploring world of work trips.—taking urban and suburban children to view the technical skills required at airports, hospitals, banks, computer centers and industry.

Awarding U.S. Savings Bonds to outstanding Voc Ed students at major luncheons, honoring student and teacher.

Organizing career days.

Arranging tours of vocational schools.

Tutoring in academic subjects.

Serving on advisory committees.

Developing talent pools comprised of members and husbands and community to speak to career education classes.

Sponsoring essay contests in elementary and high schools.

Mobilizing community in support of bond referendums for new voc-ed schools **and for letter writing campaigns for increased funding at Federal and State** levels.

Delivering T.V. Editorial commentaries as public service.

Compiling handbook of vocational and technical opportunities available at post-secondary level for schools, libraries, retention homes, unemployment offices and youth programs in South Bend, Indiana. This project was carried out in close cooperation with the Career Research Center of Indiana University and local schools and guidance counselors.

Convening Guidance Counselors in conjunction with Board of Education in Cleveland, Ohio to introduce them to educational opportunities at their new Aviation high school.

Giving commercial gift wrapping course at San Antonio College.

Sponsoring radio show in Dade County, Florida.—"So You Want To Be * * *," aired weekly to acquaint students with various job opportunities available to them and the skills and educational background required to obtain them. This is done in conjunction with the Lindsay Hopkins Skill Center. A similar show will be aired in Milwaukee, Wisconsin.

Offering ORT films which depict boys and girls in vocational education around the world to local high schools.

Participation in career awareness programs.

Researching post-secondary technical facilities for guidance counselors who have only college information available.

WOMEN'S AMERICAN ORT DEVELOPS ORT YOUTH FELLOWSHIP GROUPS

To help combat alienation amongst Jewish youth in America we are organizing groups of teenagers ranging from 14 to 17 years of age. The purpose of these groups is to encourage youth to identify with teenagers in vocational education around the world, to give them greater and varied career awareness and to aid them in seeking out meaningful programs of service to their communities.

500 youth are so engaged around the country, helping the elderly, working with the handicapped, tutoring, etc. For several summers a program to Israel has been arranged where groups have visited ORT schools, and witnessed first hand motivated, quality programs of vocational education. An exchange 10 month program will be offered in the Fall.

A program called "Project Career" has been initiated. It focuses on a self-testing program which is designed to heighten the participant's understanding of career and job opportunities and involves a day of actual work experience in a given field. The Commissioner of Career Education, Kenneth Hoyt, is aware of this program and commended our efforts and activities which "represent the kind of positive mutual dependency relationship that can and should exist between career education and vocational education. More importantly, they represent the fantastic contributions which organizations such as yours are making to the goals of both vocational education and career education through volunteer efforts throughout this Nation."

Sharing our expertise with high school, Jr. college and university educators in San Francisco and Los Angeles last month. ORT's Director of Latin American operations shared the benefit of his experience in dealing with vocational education for a minority people and his innovative creative education programs in Jewish Day Schools.

Seeking retired people to serve in many capacities in elementary and upper level schools near their homes. This project is called DOVES (Dedicated Older Volunteers in Educational Services) and is being implemented in Southern California.

Inviting vocational educators to speak at meetings

Mobilizing our membership in support of Bicentennial celebrations to depict the impact of vocational and technical education in the development of our country.

OBSERVATIONS AND CONCLUSION GROWING PRESSURE FROM STUDENTS AND PARENTS

From our activities around the country we see an increasing interest in vocational and technical education on the part of students, parents and community. Confidence in the value of higher education generally has been badly shaken. The Carnegie Commission on Higher Education at the conclusion of a six year study of the nation's colleges and universities, termed a "crisis of confidence" in the ability of higher education to give the American people any of the things they really want or feel they need. Liberal Arts students are overeducated and underskilled!

A new culture of technology

If the purpose of education is, in large measure, "to transmit the culture", we submit that we live in a "culture of technology." Innovations in technology have revolutionized education, science, industry, the arts, medicine, the mass media, travel, the child's world of make-believe and conveniences in our homes. For the first time in our history we are able to view in the comfort of our living rooms, assassinations, wars, violence, rebellion, rat infested ghettos, the damaging effects of pollution, hunger and poverty and the ultimate exaltation of watching man reach and walk out on the moon! Technology is a powerful force for good and evil and can be the most powerful force for social justice yet known to man. *How are we preparing our youth to understand the world in which they live, to adapt to changes deriving from technological progress, to stir their imagination and creativity, to help them through education create a value system which will define technology for human needs, for the betterment of man?*

AN EDUCATIONAL CASTE SYSTEM DEMOCRATIZING EDUCATION

With the ratio of Federal dollars to higher education out of proportion to the ratio alloted vocational education, have we encouraged a one-track system denying individual differences and aptitudes? Have we created a caste system between academicians and vocational educators, between academic students and students in vocational education? Have we built in prejudices in employer's standards and in parental and community attitudes? Are we for the pursuit of excellence at all levels of education for all Americans? *By democratizing education, offering quality vocational education to all youth, may we not find the way to effectively bridge the gap between our intellectual elite and our hard hats?*

EDUCATION AND OUR NATIONAL PURPOSE

"The Foundation of every Nation is in the education of its youth"—Horace Mann.

Is education related to our national purpose? Will it help us share the good life with all men? If technical superiority is our Nation's greatest resource, how are we going to secure our supremacy? How will we foster the dignity of work? How will we develop pride in workmanship? How can we help build positive self-attitudes? How can we inspire a generation of more highly motivated and socially conscious youth to participate in the human endeavor?

We, in Women's American ORT look to you, the members of the House Education and Labor Committee to help our Nation develop its human resources—the young people of our country through continuing innovative Federal Legislation for the development of career and vocational education programs.

"In the skills of work rest the dignity of man and the wealth of nations",***

Thank you.

TESTIMONY OF BEA FORREST, NATIONAL AMERICAN AFFAIRS CHAIRMAN, WOMEN'S AMERICAN ORT

Ms. Forrest. Thank you very much, Chairman Perkins. It is really is a privilege to be here, and to participate in the democratic process of our Government by sharing with you some of our experiences in vocational education at home and abroad, and I do so on behalf of our 120,000 members in Women's American ORT, the Organization for Rehabilitation Through Training, which is a volunteer organization which helps support a network of vocational schools in 22 countries around the world, and 700 institutions, which have a current enrollment of 70,000.

In recent years, our organization has been actively engaged in a campaign of public education to reshape parental and community attitudes about vocational education, making it a quality choice for youth who are carving out new life styles and who no longer feel bound to the prestige status that academic education offers.

We present this testimony as citizens who are grateful for all the benefits of public education our democracy affords, as mothers with concern for the troubled, anxious voices of youth and as ORT volunteers with love and desire to serve our communities and country from the knowledge we have gleened through our ORT experiences at home and abroad.

We look to you, the members of this vitally important committee, to continue to provide the Congress with the leadership and legislation now required to combat the growing crisis of confidence on the part of the American people in our educational institutions.

We sincerely hope that our observations will prove helpful in your deliberations.

We are familiar with many of the proposals before you which would further define and expand the Vocational Amendments of 1968. Since we are neither educators nor administrators, our comments as we progress in this testimony will be rooted in the pragmatic approach to the philosophy of vocational education as a way of life in an era of scientific and technological discovery.

Be assured that our vested interest lies only in the youth of American as the quality of their lives and livelihoods will reflect upon the social, cultural, and economic future of our Nation.

I would like, at the outset, to give you some idea of what ORT does overseas, and by so doing, I think, will illumine our support of the legislation that is before you.

The ORT program, which started some 94 years ago in Russia, came about the time of the Industrial Revolution, when the visionaries of the program determined that Jews could be freed from the ghetto-like conditions, if they were given the tools to economic freedom.

The program moved from Russia to Eastern Europe, to Western Europe, to North Africa, to Iran, to Israel, and to South America, and it serves a twofold purpose.

1. It helps the disadvantaged, who are culturally and economically disadvantaged, to come into an ORT school. Mostly these are residential schools. We have dormitories which take youths out of the ghetto-like conditions and put them in a school where they have a total health care program; where they have cultural activities, religious activities. Also, their vocational education is synthesized with the academic education.

By freeing one child in this way, whole families have been taken out of the economic and social ghettos.

As the needs progressed, and in order to meet the needs of the technological revolution, we had to raise our sights academically, and our schools now attract the youth of middle classes and upper-level classes in countries around the world.

So that vocational education at the outset was used as a social tool to free the disadvantaged in an era of scientific and technological discovery.

Women's American ORT helps support this private, voluntary network of apprenticeship center, vocational high schools and junior colleges in 22 countries around the world. The careers we have are in fields such as telecommunication, Metallurgy, interior decorating, fashion design, automated equipment maintenance, nursing culture, mechanical drafting, secretarial skills, machine design, avionics, and computer technology.

ORT is partially financed at the local level by the government of every country in which it functions, truly in gratitude for the development of skilled hands for their economic development. The curriculum is designed to meet the country's needs.

ORT, at the request of the Agency for International Development, has been using its teachers and expertise in several developing African countries. Many Peace Corps volunteers are given language and skill training at our Teachers' Institute in Anieres, Switzerland.

We believe that ORT has a pioneer role in the future of vocational education, using a humanistic approach to education. As a minority system, you really have to excell over any other system in any given country, and we had to be innovative and anticipatory. As a smaller system, we can overcome bureaucracy, which inhibits change.

New programs are quickly implemented and obsolete ones are discarded. In our training system we have recognized individual differences, and established training programs at the apprenticeship, high school, and junior college levels.

At the outset, we had to change attitudes of Jewish parents who could not see manual work for their children. Our schools had to be special.

We pride ourselves on our unique motivational and technical pedagogic skills in synthesizing academic and intellectual pursuits with vocational training, always keeping in the forefront that man is master of the machine, and not its slave.

There is a close working relationship between student and teacher. We benefited from the fact that we were constantly confronted as Jews by crises and subsequently the challenge of training for job placement. Our students had to be better qualified to compete in the work world.

We instill in youth an appreciation of work as a means towards self-actualization. I have seen ORT schools in France, Italy, Switzerland, Morocco, Tunisia, and Israel, and really understand the process of rehabilitation in every sense of the word.

Chairman PERKINS. I must leave, Ms. Forrest. Mr. Lehman will preside in my absence. Before I go, I certainly want to congratulate you on an outstanding statement.

I know that Mr. Lehman has several questions, and when I get back, I want to ask you several questions. You have been most helpful in my judgment and I want to compliment you on the work that you are doing.

Mr. LEHMAN. Thank you very much. Was your statement completed? I would like to ask you a few questions, if now is the right time for it.

Ms. FORREST. I was going to make a few comments on what it is that we are trying to do on the American scene, to underscore what it is that we would like to see in the legislation.

Women's American Ort has been actively engaged in a public campaign to charge parental and community attitudes about vocational education. We see this, with our 120,000 members across the United States, where vocational education is relevant and can be relevant, and should be a quality choice for the youth of middle America that are really dropping out of the system.

We have drug abuse, crime, poverty, dropouts, high rate of unemployment among the teenagers. We feel that if the system of vocational education were put on an equal status with the academic education, perhaps some of these problems could be resolved.

Many communities are offering services for guidance counselors. We have compiled books for guidance counselors who are just college oriented themselves, listing all the postsecondary technical opportunities in the communities.

We have our own radio show, as you know, in Miami, which is called, "What You Want To Be," and it is not a disc jockey's program, where kids can listen to the various ills and opportunities that are within the communities and the kind of education they need to go out into the community and get a job.

Mr. LEHMAN. May I interrupt you. You are in a subject with which I am very much concerned. I would like to know how to deal with it in this legislation.

You mentioned talking to guidance counselors. I think one of the problems is that the guidance people are channeling less academic oriented young people into vocational education programs, which in a sense attaches kind of a stigma to it.

It is very seldom that I get any positive answer on this. One of the problems is, that in the present regulations a person who goes into vocational education at the secondary school level, and then decides to go for liberal arts, or something like that, that is considered a less successful vocational education student and is counted against the vocational program.

In the original ORT program in the State of Israel, when I visited there, they had a list of students waiting to get into the ORT school. I would like to see that kind of a direction followed here.

Would you like to comment on the remarks that I have just made?

Ms. FORREST. I think you are right. What proves it is that by raising the standards of vocational schools, you do attract a larger segment of the community. We have seen as much not only in Israel, but in South America where our program had sort of deteriorated. In trying to reconstruct the program, we introduced courses at the highest level. As a matter of fact, we have a center for computer technology in Argentina, which is an ORT school recognized by the government.

So, if you raise the level of standards of the school, this is the kind of thing that we are fighting for, because many of our vocational schools are, in a sense, obsolete. The equipment is obsolete, the whole approach to it is antiquated.

What we would like to see is a more progressive system of vocational education in this country, making it a quality and relevant choice. In this way, we think, also to democratize the system of education.

Kids are put into one track, and we are not recognizing that people are different, and that their aptitudes are different. We built an educational caste system in the United States, also, by the ratio of Federal dollars that go to an academic school, and those that go to a vocational school. So, we have a caste system in the schools.

There is a caste system among the academic teachers, and the vocational instructors, and even among the students. The kids in academic courses really look down upon the kids in the vocational. We think that this is bad for our democracy, and it should not be encouraged.

We think that the Federal Government through its legislation, through innovations, can kind of democratize the system of education in our country.

Mr. Lehman. To get back to the one specific thing in the legislation with regard to the placement success. If you can do anything on that. If you could give me a comment or two that I could use.

Perhaps, we could encourage youngsters to take a look at vocational education, because even if you do go to college, it will not count against you as a nonplacement unit. I was wondering how we could do that legislatively. Of course, I think that this is something that we would be more likely to use.

If you could give me some input on that. Specifically since you have spoken to the counselors with regard to that. I think that this is the thing that we ought to talk to the counselors on. Then, we could get honor students into vocational education without it being a potential detrimental statistic on their own record.

Ms. Forrest. I think that this is quite a problem. I don't know whether I hold the answers to it.

In terms of the legislation, this is an idea, the separation of vocational education in terms of funding from the secondary to the postsecondary. I think conceptually this is wrong. I think that we have to show that vocational education actually can start through the career education process at the elementary school level to the secondary school level, to postsecondary, and also to postsecondary and university.

I think that we have our own built-in prejudices about vocational education, thinking that it stops at one level, or it is just the plumber or the carpenter, forgetting the range of skills that really go through university.

I think if we keep the flow, conceptually we will be building a better system of education.

Mr. Lehman. That is one of the things that I am interested in, how to get better students into vocational education, more academically minded students.

The other thing I represent is the possibility of a satellite school in industrial and commercial plans, where the youngsters can go full-time to secondary school. Do any of the ORT Schools in this country, or ORT-sponsored schools in this country have a full secondary education system on the job site?

Ms. FORREST. We do not have ORT schools in this country, really. We have one in New York, but it is geared to the garment industry, and was only organized after World War II to accommodate the refugees who were coming in.

Mr. LEHMAN. It is not a secondary school, but adult education?

Ms. FORREST. It is adult education, and we stress adult training and retraining in our ORT schools.

Mr. LEHMAN. If you have any further comments, I would like to hear them.

Ms. FORREST. On the satellite schools, I am familiar with some of that in this country. They serve a very, very great purpose, I think, to attract more people from the academic world into the vocational and technical.

We have to have a real blend of academic subjects together with vocational education, changing the image of students, parents, employers, and the entire community in terms of vocational education.

Mr. LEHMAN. We had testimony yesterday that a good portion of our vocational education for women is home economics, and that blows my mind. I just wondered if you had a comment on that, because I think that home economics belongs in another category.

Ms. FORREST. I know that in our schools in France and in Israel we have girls in auto mechanics, architectural design, industrial design. We have boys in home economics courses for the hotel and catering trade.

So we are encouraging women more and more to get into more technical spheres.

Mr. LEHMAN. I think that about 50 percent of all the money that has been going into vocational education for women has been earmarked for home economics courses. In my mind that is no more vocational education——

Ms. FORREST. In the same manner for men, people in our thinking of vocational educators are still in the field of agriculture rather than industrial or technology. I think that among the vocational educators themselves there has to be a kind of reeducation.

Mr. LEHMAN. Before I came to Congress, the way to get the legislation through was to get the home economics people's support. By combining the home economics and the vocational programs they could get some kind of vocational program established.

Now, I think, there is enough recognition for the need and the lack, especially for women, and the need for women to develop salable skills. Women now have to go into jobs that are no longer categorized as stereotyped for women.

I would love to see the funds that are now going for home economics, to be going to teach women to do anything, from computers to agriculture, or any other kind of work that is more or less within the stereotyped for men.

I would like to see or do something about getting home economics courses out of——

Ms. FORREST. We are shaking a lot of people by addressing that.

Mr. LEHMAN. What you are doing is teaching women how to be housewives. That is a pretty good job, but most housewives now have to work for a living too.

Ms. FORREST. I agree with you. In the legislation there are points on how to expand counseling services. I think that this is very, very important.

Mr. LEHMAN. If we do it in the right direction. Just expanding the current guiding counseling in most schools is just like expanding a disaster area. Unless you can redirect the guidance people, and get them off of their dead center.

If a kid cannot learn to write a good paragraph, perhaps he can learn to operate a quarter-of-a-million-dollar machine. This is for the birds now.

Ms. FORREST. We see teacher training and retraining as a very important item in the legislation. In ORT we have our own teaching institute, which is in Geneva, Switzerland, and from that institute all sorts of pedagogic materials are put together for the entire network.

Teachers come for refresher courses. We think, particularly with the change in technology, that this is extremely important. Perhaps if the home economics teachers were retrained or given some additional technical education themselves, we could have emphasis on it.

Mr. LEHMAN. I wonder how the guidance counselors in Switzerland guide the people in the secondary schools about vocational education that is different from the guidance counseling in this country. If it were, there would never be any Swiss watches.

Ms. FORREST. True. We think that opportunity should be increased for adult training, with obsolescence in industry, and with women, particularly, coming back into the job market. We know that we have used all of our schools for adult training in the evening, and retraining. In Israel we have a very large program now of adult education, and these facilities are also used for retraining war veterans.

This is another problem of our own country as well, using vocational and technical facilities for the unemployed war veterans.

We also recommend the establishment of residential schools. I think that this has been an item under consideration for a while. If you want to use vocational education as a social tool to break the poverty cycle, which we believe from our experience it has gotten, then it is important to take the kids out of their ghetto life where they really cannot study under their particular family conditions, put them in a school. There, look to developing a total person health care, psychological care, cultural facilities, recreational facilities, and an environment of really relevant study.

This has proved very successful.

Mr. LEHMAN. Did you take some of the Moroccan so-called disadvantaged Jews and put them in these 24-hour-a-day schools out of necessity to get them out of the low economic and social environment there? Did you find that this worked better?

Ms. FORREST. This has been a very successful program in Morocco itself. I have seen the kinds of ghettos that these kids came out of.

Most people don't think of Jewish poverty, but there is Jewish poverty.

To see how these children are rehabilitated, really in every sense of the word, is a miracle. Once you take one child out of a disadvantaged community, this child immediately can get a job and then take his whole family out of the ghetto.

So, we feel that we have a message for America in terms of education for the disadvantaged.

Mr. **Lehman**. Have you read the GAO report on the status of vocational education in the country.

Ms. **Forrest**. I read a summary of it, and I think the report probably, insofar as vocational education as it exists today, might have some validity. But what we are trying to say is that the system should be revamped, and that there should be more quality put into it.

There should be the kind of equipment in schools that would put kids out on the job. That you really have to begin to reshape the attitude, probably, of the entire country, because it goes from parent to student to teacher, to this lawyer who will only take this 4-year college graduate, when by the same token the person who may only have graduated from a secondary school, or postsecondary school, would have the same capabilities.

So we have built in, really, an educational uneconomic system in our country. I don't think that the report has total validity, no. I would disagree with it.

Mr. **Lehman**. I was told yesterday that kids in the vocational education system in Detroit are going into tool and die making. Their fathers have been tool and die makers for 15 years, and they are going to go on indefinitely.

I think that we really have to bring our counseling people up to date, because too many of them are guidance counselors for jobs that were listed 5 years ago, or 2 years ago, or even 2 months ago, and it is fast changing. The economy is fast changing.

In your schools, are you able to keep up to date with this kind of a situation. If so, how do you do it?

Ms. **Forrest**. How we do it is that we have organized committees in almost every country of operation, which consist of educators, and from business and industry, who meet regularly on a voluntary basis to give us input in terms of what the needs of industry are.

In effect, our whole system is based on the economy of our country, and what the manpower needs of that country are, because you cannot afford to operate a volunteer system in a private system if it is not education for employment.

There has to be a certain amount of accountability, but more so we are trying to rehabilitate youth, so that they can find their place in the work world with dignity. So, we do have this contact with the industry.

As a matter of fact, in almost every country, industry comes to us, looking for manpower, because they know the quality of our schools, and the kind of education these kids receive, and the kind of equipment that we use in our schools, which is really not obsolete equipment.

So, we do have these kinds of committees, and these kinds of input.

Mr. LEHMAN. Are you acquainted with any State schools?

Ms. FORREST. Not personally visiting them.

We are very adaptable, and we can make changes very quickly because we are not steeped in bureaucracy. It is a smaller system, and a private system. So, this is one of the advantages.

Mr. LEHMAN. I guess there are three things that I can do with this bill, which I would like to do. It would be to get away from home economics; get some satellite schools; the guidance counselors; and not to count as placement between going to college and vocational education.

Ms. FORREST. What we did recently—in Cleveland there is a new aviation school, which is supposed to be one of the finest in the country. It cost $3 million. Our ORT man went to the board of education, and said:

> Why don't we convene a meeting of all the guidance counselors in the city and the suburban area, to come to the school and see the kind of educational opportunities that are here at this school.

Such a meeting was called in conjunction with Women's American ORT and the board of education in Cleveland. As a matter of fact, I met the director of vocational education for the State of Ohio, I think, at the National Advisory Council and at an AVA meeting, and they have very close contact with both these groups.

He said that anytime he wants anything done in Cleveland, in Ohio, he calls upon ORT women. He can see some kind of an exchange program in the future, because we have avionic schools in Israel, between the students in this aviation and probably the students in the avionics schools that we have in Israel.

We work very closely with the national and State advisory councils. We feel that these councils are really performing a great service for our country. We get a great deal of resource material from them, which we can then use in our own communities in trying to effect change.

We have participated at the convention of the American Vocational Association. We have had booths in their conventions, and most educators are really stunned that women and volunteers are interested in reshaping attitudes about vocational and technical education in the country.

The last page of my testimony, which I think is true, we have to identify what our national purpose is. The great thing that we have is technical supremacy, which is something that every oil country would like to have. Then, why aren't we insuring this supremacy through our educational system.

The attitudes of kids today about work are very poor, if you talk to employers. We are living in an era of technology. Everything that you touch has some technical significance. We are not giving our kids the kind of education that will make them understand technology, how to deal with it, how to cope with it, and how to really make it work for us.

Mr. LEHMAN. We are moving from what I think has been an industrial society to what I would have to call a technological society. There is a difference, and we sure had better get ready for it, or we are going to be left behind.

Ms. **Forrest.** I agree with you. This is something that is import for us to consider: What our national purpose is, and how we are going to educate our youth to that national purpose: how to keep our technical supremacy as the leading industrial nation of the world.

Our educational system has to respond to this new technological society, as you called it. I think that we have to think of democratizing education, bridging the gap between the intellectuals and the hardhats to find a middle ground for education. I think that this is in the field of vocational education.

I think that as a democracy we have to give our kids choices. We cannot put everybody into a one-track system. The system has to offer options, and they will have to be relevant and quality options. We all have to feel good about our thinkers and our doers.

Any legislation that you people who are experts—we really are very new in this field—any legislation that you can provide, which would insure the youth of America quality education is something that we, at the grassroots level, will give every conceivable support to, to our Congressmen, to our Senators, using the impact of our 120,000 members throughout the country to support continuing programs for vocational education.

We think that it is the responsibility of the Federal Government to give an innovative push to vocational education in the country.

Mr. **Lehman.** Thank you very much for a very interesting and very informed statement, and I think a beneficial exchange of ideas. I have no quarrel with any of the statements that you have made. I just would like to see more events happening at the Federal level, and the kind of a program that we discussed the other day.

Ms. **Forrest.** Thank you very much, Congressman Lehman. I want to tell you that your statement which appeared in the Congressional Record about the vocational education system in Israel was circulated widely in our organization. You have been quoted in many, many places. I really would like to thank you for it.

Mr. **Lehman.** Mr. Jennings was there with us. We were very impressed. The statement I wrote was certainly the reaction and the feeling that we got from our other countries of operation.

I would particularly like to go to Switzerland, because I understand that vocational education there has a status that is not even approached in Israel.

Ms. **Forrest.** This is where our teachers take periodic trips in this process of retraining. They go to Switzerland, and actually they take the best that is here in the United States—we do have fine programs, but they are too few and far between.

Our directors come to this country. In Dallas, for example, there is a satellite school, which is a fantastic school, and our directors take what is the greatest out of American and bring it back, and immediately implement.

Sometimes our school systems are so bogged down in administration that the innovations, which could be copied around the country are really not implemented quickly enough.

Mr. LEHMAN. We do have some good vocational education. Some of our secondary schools have good vocational training programs. Even in some of our secondary schools with not so good a vocational program, we might have a printing class that is good.

It is amazing, but when you get right down to it, the structure and the relationship of that young person is really where it is at.

Most of the good vocational teachers that I have seen teaching, have worked previously in the field. They were just the kind of people who had the ability to teach what they knew very well. Those are the kind of people that the kids can respect and relate to, because they have been out there, and got it where it is at.

Thank you very much.

Ms. FORREST. I would like you to stay around for just a few minutes. I would like to talk to you a little bit more.

Dr. Dunlap is our next witness.

[Prepared statement of Dr. E. T. Dunlap follows:]

PREPARED STATEMENT OF DR. E. T. DUNLAP, CHANCELLOR, THE OKLAHOMA STATE SYSTEM OF HIGHER EDUCATION, ON BEHALF OF THE STATE HIGHER EDUCATION EXECUTIVE OFFICERS ASSOCIATION

Mr. Chairman and members of the committee, My name is E. T. Dunlap, and I am Chancellor of The Oklahoma State System of Higher Education and the current Chairman of the Federal Relations Committee of the State Higher Education Executive Officers Association. I want to thank you for the opportunity to provide information to the Subcommittee on the important subject of Career, Vocational and Occupational Education. This subject is an area of vital concern to the students of all ages, to the States as well as to the Nation, and to postsecondary and higher education as well as elementary and secondary education.

The State Higher Education Executive Officers Association includes the Chancellors, Directors, and Commissioners of statewide postsecondary and higher education commissions, boards and coordinating agencies across the nation charged with statewide planning, coordination and/or governance of all or of major segments of postsecondary education in virtually all of the states. While the states differ in the form and scope of their postsecondary commissions and agencies, our common concern is with meeting the variety of postsecondary educational needs of our citizens within each of the states.

The Testimony which I present to you today, is based upon the official position of the State Higher Education Executive Officers Association, which was adopted in a meeting held on April 25, 1975, here in Washington. In order to place our views on the subject of vocational education in the proper context, I should like first to share with the Committee certain basic principles to which we are committed and which will form the context of our specific views on the subject at issue today.

STATEMENT OF PRINCIPLES ON FEDERAL LEGISLATION

1. Education is a state responsibility, therefore, the Federal Government should respect the right and role of the States to develop and maintain unique systems for planning, coordination and governance of postsecondary education to meet the variety of postsecondary educational needs of their citizens.

2. Federal programs should be sufficiently flexible to allow for the meeting of individual needs within the states, in the light of federal priorities, rather than calling for shifting of state priorities to obtain federal funding.

3. Federal programs should not be enacted into legislation or initiated without reasonable assurance of sufficient funding to make them viable for the legislative life of the program. Further, all federal programs should be forward funded so as to allow for the most efficient use of resources. To enact Federal legislation and then fail to fund it, not only creates false expectations with an ensuing credibility gap in relation to federal action, but contravenes national purposes as legislatively enacted and creates resentment and uncertainty on state and institutional levels.

4. Federal law should recognize the roles, responsibilities and efforts of States in planning, coordinating and financing postsecondary education, including:

a. Recognition of the diversity among states with respect to fiscal capability, economic conditions, diversity of postsecondary education institutions and structures for coordination, administration and governance of postsecondary education; and

b. Development of Federal programs which build upon, and are coordinated with state programs in contrast to federal programs which ignore, duplicate or distort state efforts.

5. Federal requirements for state planning for segments of postsecondary education should be related to, be an integral part of and grow out of comprehensive state planning for postsecondary education. The Federal government should recognize and reinforce such statewide planning without:

a. Specifying the particular structures within the State which shall undertake it;

b. Predetermining what the outcome shall be; or

c. Mandating the specific form it should take.

At the same time, the Federal government can and should offer incentives to the states to encourage such comprehensive planning to be as inclusive of the postsecondary education community as possible and should provide technical assistance directly or indirectly to other agencies to help the states and their postsecondary agencies accomplish this.

POSTSECONDARY OCCUPATIONAL AND VOCATIONAL EDUCATION LEGISLATION

As integral parts of the career functions of education as a whole, career, occupational and vocational education are and should be of major concern to all levels of the education community. From the Land Grant College Act of 1862 to the Vocational Education Amendments of 1968 and Title XB of the Education Amendments of 1972, the federal government has progressively expanded its interest and support for the vocational components in education at all levels, and this has been more than matched by the states in which the majority of the operating funds for occupational and vocational programs have and continue to come. Current levels of state and federal concern and interest are increasing rather than decreasing at the present time.

In the Education Amendments of 1972, under Title XB, the federal government clearly recognized for the first time that the states through their postsecondary education institutions—technical institutes, community colleges, senior institutions and their branches, and proprietary schools—are as heavily involved in occupational programs designed for immediate entry into the world of work as are secondary schools. While the Vocational Education Amendments of 1968 recognized postsecondary education involvement to some extent, the setting aside of 15 per cent of the funds for postsecondary vocational education still placed the primary responsibility for vocational education with the secondary schools. Today, however:

1. Approximately 50 per cent of the students in community colleges are enrolled in occupational or immediate job entry programs;

2. Technical institutes tend to be primarily, if not wholly, postsecondary in nature;

3. An increasing number of baccalaureate and higher institutions and their branches have technical, occupational and related programs; and

4. The majority of the occupational and technical programs at proprietary schools are postsecondary in nature.

The picture has shifted and it is critically important that any revised or new Vocational Education Act clearly recognize this fact.

The relevance of postsecondary occupational education to, and the necessity of taking it fully into account in, any effective comprehensive planning for higher and postsecondary education within the states is clear. This was recognized by The Congress in Title XB of the Education Amendments of 1972 by specifically making planning for postsecondary occupational education an integral part of the overall planning process to be carried out by state postsecondary education commissions (1202). If the educational, career, occupational and vocational needs of post-high school-age students and adults—as well as the human resources and needs of the states and nation—are to be met, then such postsecondary education comprehensive planning, not for the purpose of compliance with federal regulations but to serve the citizens of the states and the nation, is essential.

The Vocational Education Act of 1963, as amended in 1968, has made major contributions with implementation and funding by the states to the development of vocational education in the states and the nation. However, it is time to reconsider some of its basic provisions to meet changing circumstances, including recognition of the major role of postsecondary institutions and systems in the career, occupational and vocational fields. Simple extension of the 1968 amendments or modifications of these or more of the same are no longer adequate. At the very least, any extension or new amendments should take into account Title XB of the Education Amendments of 1972. The emphasis in the act should be on flexibility to meet the needs of citizens of local, state and national levels.

Accordingly, any effective version of a new vocational-occupational education act or amendments should include the following considerations that go beyond the Vocational Education Act of 1963 as amended in 1968.

1. A clear statement of national objectives, but with the recognition that these may be differently realized in the various states in the light of their particular needs, structures and concerns based upon economic, demographic, social, educational and business and industrial profiles. Among these national objectives should be:

a. Access to appropriate vocational, occupational and career education regardless of age or level of educational attainment;

b. More effective and continuous planning at all levels to meet local, state and national needs of citizens—planning that includes the working community as well as education units and institutions;

c. Improved institutional, guidance, counseling and career information including information to protect the student as a consumer;

d. Innovation in vocational, occupational and career education to meet the changing needs of students of all ages, including those who because of work or life conditions cannot attend full time or in traditional schools or campus settings; and

e. Integration of vocational education with academic education in effective development of career preparation and renewal.

2. Consolidation of titles in the light of objectives but with maximum flexibility in the use of funds in accordance with adequate state planning to meet the unique needs within the states.

3. Increased funding for postsecondary occupational and vocational education which reflects:

a. The number of people involved in postsecondary occupational and vocational education;

b. The types and varieties of programs; and

c. The level and cost of such programs.

Within postsecondary education, federal funds should not be set aside specifically for particular types of institutions in order to provide maximum flexibility in the use of vocational funds in the light of effective statewide planning.

4. Removal of the "sole state agency" requirement as applied to all vocational and occupational education at the state level as this relates to planning and administration. Except in those states where a single state agency is responsible for planning and coordination of all types and levels of education, the act should provide for a separate administrative agency on the elementary-secondary level and at the postsecondary level. The problems at each level are analogous but not the same. While there should be, in fact must be, provision for common effort and coordination of planning on the two levels, the mandate that they be the same is in actuality to create a third branch of education rather than recognize the integral involvement of vocational and occupational education in the total educational process.

5. Planning for postsecondary occupational and vocational education should be an integral part of comprehensive planning for postsecondary education, including higher education as a whole within the states. To make it otherwise is to encourage fragmentation, conflict, duplication and ineffective use of resources. The responsibility for such planning should rest with the agency within each state having primary responsibility for comprehensive postsecondary planning within the state. It should not be the function of the federal government to require or encourage duplication of agencies within the states. Likewise

on the federal level more effective coordination is needed between the Office of the Deputy Commissioner for Occupational and Adult Education and the Deputy Commissioner for Postsecondary Education, with other areas of the Department of Health Education and Welfare concerned with occupational education, and with the Departments of Labor and Agriculture. Fragmentation on either state or federal levels leads to ineffective and weakened programs.

6. Of primary importance for planning, coordination and implementation at all levels is more adequate data collection and analysis including education, program, manpower and resources data. The states should be encouraged to collect and analyze such data, to utilize the national data where applicable, and to integrate vocational data into general education planning at all levels. The federal government as one beneficiary of such data collection and analysis should provide technical assistance to the states when necessary or desirable.

Mr. Chairman, I would like to illustrate the concern which I and my colleagues have by reference to my own State of Oklahoma. At the present time The Oklahoma State System of Higher Education which I serve as Chancellor, has some 358 different programs of postsecondary technical and occupational education enrolling nearly 13,000 students requiring an expenditure during the current year of some $16.5 million. Of the total support for these programs, more than 94 per cent is provided by state funds with less than 6 per cent coming from the federal government through the states' allocation of federal Vocational Education Act funds. If we are to continue the expansion of our commitment to the urgently needed programs of postsecondary technical and occupational education, it is of critical importance that the level of Federal support for these programs be increased.

It is also important that those funds which are made available be made available in such a way as to give maximum benefit in the total comprehensive planning for postsecondary educational opportunity. When funds are allocated to an agency without responsibility for postsecondary educational programs, with these funds later reallocated after the basic operating plan for the year has been adopted, it is impossible to make the most efficient use of available resources.

Our recommendations to the Committee therefore, are these (1) *That the level of funding for postsecondary technical and occupational education be substantially increased based on documented need determined by such factors as enrollment, graduates, relative costs, manpower requiremnts or a combination of these or other similar factors;* and (2) *That the funds appropriated for postsecondary technical and occupational education be allotted directly to the agency within each state legally responsible for postsecondary education.* By such an arrangement the Congress will ensure more efficient utilization of available funds and will eliminate the possibility of postsecondary funds being diverted either for state level administrative costs or for other activities unrelated to postsecondary technical and occupational education.

Mr. Chairman, again, I wish to express my appreciation to you and the members of the Committee for the opportunity of appearing before you today. The results of your deliberations will have a major impact on education at all levels in this country for some time to come. The members of the State Higher Education Executive Officers Association offer their assistance in your continued deliberation to the end that the best interest of all students and citizens in the states and the nation will be served.

Thank you.

STATEMENT OF DR. E. T. DUNLAP, CHANCELLOR, THE OKLAHOMA STATE SYSTEM OF HIGHER EDUCATION; ON BEHALF OF THE STATE HIGHER EDUCATION OFFICERS ASSOCIATION

Dr. DUNLAP. Mr. Chairman, and members of the committee and staff. I am E. T. Dunlap from Oklahoma. My position there is chancellor of the Oklahoma State system of higher education. My statement here today is on behalf of the State Higher Education Officers Association of America, which is an association made up of the chief higher education officers of the various States, referred to as the chancellors, or in some States as directors, and yet in other States as commissioners of higher education and the like.

The statement which was sent to your committee office yesterday is based on certain principles of Federal legislation which the SHEEOA sort of believe in, and adopted at our annual spring meeting held in Washington a couple of weeks ago.

I would like, Mr. Chairman, to commend the committee and the Congress for the interest and for the support you have given vocational and technical education through the years. As you know, the Federal interest in this field began in 1892 with the adoption of the act, which provided for the land grant colleges.

The land grant colleges were intended to be institutions of the State with some encouragement and support from the Federal Government to provide programs of higher education for people of the land, for the farmers and the workers and industry.

So, agriculture and mechanic arts were two prime purposes of the land grant institutions. Beginning with that, the Congress of the United States accepted that part of the responsibility for funding education of the type that we refer to today as vocational, technical, occupational, career education.

Then, on down the line to the 1963 act of the Congress, the Vocational Education Act. Following World War II, with the explosion of knowledge, with the real crisis that occurred in America and the Western World, following the Russians' launching of Sputnik in 1957, there was a crash approach to review our educational patterns, our objectives, and our programs in America, and this brought forth some 4 or 5 years later, an explosion of knowledge that was highly oriented in technology and science.

The Congress, in 1963, recognized, therefore, the need for stepping up education in the field of technician training. In 1968, there were amendments to the bill which began to recognize that vocational and technical education pertained beyond the high school level.

So, in junior colleges and universities, and other colleges, technical education became much more a part of the objectives and the assignments of those institutions.

So, today there is a continuing trend of the technological training of our students, and our adults, that is above the high school level. Consequently, there is, this kind of trend emerges upward in the levels of education, a greater demand on postsecondary institutions. By postsecondary, I mean the junior colleges and technical institutions, universities, and the various other schools, even proprietary schools and colleges that offer beyond high school education.

In my own State of Oklahoma, if you will allow me to make a personal reference, I know more about our programs there than in other States, in the last 8 years we have gone from 75 programs of technical education, postsecondary technical 1 and 2 years training programs, most of which result in associate degree, to 358 such programs being offered this year at our junior colleges, and three technical institutes operated by Oklahoma State University.

We have 358 programs of training. We have more than 1,300 students in those institutions in the technical field. Oklahoma is financing this operation to the extent of about $16 million, better than 94 percent of which is State funds, and less than 6 percent is Federal funds.

This brings me to the point of the interest of we people who work in higher education, and who are called upon more and more to provide expensive programs of technical and occupational education beyond the high school level.

There are two concerns we have. One is that the Federal law which you may enact to continue the Vocational Education Act of 1963, as amended in 1968, any continuing legislation you may have, we hope that you will consider two points:

First: Of which is to provide a greater portion of the funds, of the supplemental funding, to go to support a postsecondary, bona fide program of postsecondary technical and occupational education.

Second: We hope you will send the funds that would go to bona fide postsecondary programs directly to the agency of the State that administers the postsecondary programs of higher education.

These are our concerns, and our recommendations. You have my paper, and I assume you have seen it. Mr. Chairman, I will be glad to answer any questions that you may have.

Mr. LEHMAN. Oklahoma seems to be doing a pretty good job in the postsecondary vocational education. I thank you for a very valuable and informative statement. I am sure that it will be of great help in helping us write this legislation. Thank you very much.

Mr. Eckberg, if you would like to introduce your panel.

[Prepared statement of Arthur R. Eckberg follows:]

PREPARED STATEMENT OF ARTHUR R. ECKBERG, PRESIDENT, COLLEGE PLACEMENT COUNCIL

My name is Arthur R. Eckberg. I am president of the College Placement Council—Bethlehem, Pennsylvania, and Director of Career Planning and Placement at Roosevelt University in Chicago, Illinois.

The Council is a nonprofit educational organization whose members also belong to one or more of seven regional college placement associations throughout the United States.[1] It is the only national professional organization representing career planning and placement individuals in colleges and universities and and their business, industry and government counterparts in the personnel field. Serving about 7,000 practitioners, the Council has approximately 1,600 members representing most of the major business, industrial and governmental employers in the United States, as well as two-year colleges and four-year colleges and universities across the nation.

As President of the College Placement Council, I am here today to urge that you consider extending some of the Vocational Education Act to the thousands of four-year college and university students pursuing a baccalaureate degree and now preparing to enter the nation's labor force.

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[1] The College Placement Council, Incorporated, is a national confederation of seven regional college placement associations in the U.S., with charter associate representation from Canada. The seven constituent associations include: *Eastern College Placement Officers* (ECPO), *Middle Atlantic Placement Association* (MAPA), *Midwest College Placement Association* (MCPA), *Rocky Mountain College Placement Association* (RMCPA), *Southern College Placement Association* (SCPA), *Southwest College Placement Association* (SWPA), and the *Western College Placement Association* (WCPA). The Canadian charter associate member is the *University and College Placement Association* (UCPA)—a national organization. In addition the Council membership also includes two affiliate organizations: *The Association for School, College and University Staffing* (ASCUS)—a national organization, and the *California Community College Placement Association* (CCCPA)—a regional organization.

Why are we advocating the extension of federal support to the senior college level at a time when any increased federal spending is being openly questioned? Just a moment of reflection on the recent changes in our labor market and campus environment answers the question. We are faced with a depressed economy and yet a continued national commitment for universal access to higher education. It is tragic that something approaching a million young people are now graduating annually from all four-year colleges and universities with a critical lack of career planning and counseling. Of these, nearly 60 percent are receiving liberal arts degrees each year and leaving the campuses with decreasing hopes of obtaining employment. Even those who do find a job may be woefully underemployed.[2]

United States Bureau of Labor Statistics indicates that among recent college graduates polled in October 1972, 21.4 percent of the men and 19.0 percent of the women were employed, not in the professional fields for which they were qualified, but in clerical, service and other non-professional vocations. As these statistics—gathered before the current economic slump—amply illustrate, the day of the college graduate's automatic absorption into the professional world of work is long past. In this situation, it is vital to foster and maintain consistent professional career planning and counseling programs on our campuses which will provide college educated persons with current and adequate information and counseling regarding the labor market.

In addition, the composition of today's college student body includes minority men and women struggling to obtain the priceless passport of a college degree. Through a host of circumstances not of their making, they will in all too many instances confront the necessity of finding employment with inadequate orientation as to career options, thus decreasing the probability of career fulfillment. In many respects, these conditions are similar for a very large number of female college students. Affirmative action programs may prove to be effective in helping to resolve these problems, but only if adequate career planning assistance is also available.

Still further compounding the plight of the four-year students has been the pressure upon college administrators to tighten and in some instances pare budgets. Even though the career planning and placement office has a functional role to play in the students launching upon lifelong career objectives, it has not been spared from the budgetary squeeze at the very time that contributions to the candidate could be most valuable.

Career planning and placement offices of four-year colleges and universities have stretched their limited budgets and resources in an effort to cope with the need for more career planning and counseling. Since the turn of the century, career planning and placement offices have evolved from a simplistic job-seeking activity to one in which the student is progressively encouraged and assisted in self-appraisal, exploration of career options, and ultimate assessment of career and employment options. As career education moves toward reality, student career planning and counseling will become more and more effective.

Already an appreciable number of career planning and placement officers at the four-year level have launched innovative programs, including such elements as the development of group career counseling, the application of computer programs and techniques to refine the job seeking process and expand the market, and the evolution of minority-oriented guidance programs. This is in spite of limited budgets, increasing student requests for assistance and decreasing employment opportunities.

The College Placement Services Organization, founded and fostered by the College Placement Council, has established a continuing program of visitation and training for traditionally black colleges. These services might well be expanded to include a broad range of colleges and universities through the infusion of modest sums of federal dollars.

Research is badly needed for the improvement of future college career counseling programs. The only substantial research to be conducted on the employment and career satisfaction of the graduates of higher education, in the face of the most severe employment imbalances of decades, has been done by the

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[2] Position Statement, The College Placement Council, *"Four Year Liberal Arts Graduates—Their Utilization in Business, Industry and Government, The Problem and Some Solutions,"* January 1975.

CPC Foundation, another Council affiliate.[3] This has been accomplished on an annual budget which seldom exceeds $25,000 and which requires "piggy-backing" on the data banks of other institutions, due to the lack of funds to launch innovative research of its own. Here again, the infusion of even nominal amounts of federal monies could yield disproportionately rewarding insights.

The importance of vocational planning in the educational process is one which Congress has long recognized. As early as 1917, Congress implemented a grant program to foster vocational education in selected job classifications in public schools. The concept has been consistently expanded until today, under the Vocational Education Act of 1963, federal assistance is available for training and counseling in any occupation not requiring a four-year college degree.

The time has come to end this exclusivity policy and include the college student within the ambit of federal vocational educational assistance. The very concept of an effective career development program in today's terms presupposes a continuum through all levels of formal (including adult) education. To continue to deny federal support for career planning and placement to students in baccalaureate education while providing it to all high school students and even non-degree candidates in post-secondary education would appear to be in opposition to the nation's commitment to career education.

In the present and projected climate of employment, it is obvious that realistic career planning at an early stage is a necessity if college graduates are to find appropriate and satisfying employment. It is equally important that all students be made aware of the options that may be available to them upon graduation.

The legislation we propose would amend the Vocational Education Act of 1963 as follows:[4]

1. Extend federal assistance programs in career planning, counseling and placement to include all students at four-year colleges.

2. Provide funding for various model programs which could include:

(a) *Orientation seminars, conferences, and workshop sessions in career planning and placement.* These would include special orientation for women, minorities, handicapped, mid-career job seeking students, and those in continuing education programs.

(b) *Career development centers.* These centers and career planning and placement offices—using the latest audio-visual aids and training equipment—would be designed to bring the jobs to the job seekers and would incorporate the latest materials pertaining to career selection, occupational trends, job markets, decision-making, skills inventory and related matters.

(c) *Professional training programs and special courses for career planning and placement counselors and administrators.* Here the objective is to provide specialized training for the inexperienced person entering the career planning field; and professional training programs for the experienced practitioner. An exchange program would be designed to bring executives and others from business, industry and government to the college campus; faculty and career planning and placement counselors and administrators would be placed in business, industry and government settings.

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[3] CPC Research Reports include:

"Trends in Academic and Career Plans of College Freshmen", analyzes changes found in the selection of major fields of study, career objectives, and life goals of three different entering freshmen classes: 1966, 1968, 1970.

"Career Plans of College Graduates of 1965 and 1970", examines career plans of graduates in these two years and assesses the changes which occurred between matriculation and graduation. The differences in the plans of men and women are also explored.

"Career Plans of Black and Other Non-White College Graduates," concentrates on the findings pertaining to the nonwhite population.

"College Graduates and Their Employers—a National Study of Career Plans and Their Outcomes." The career development of two classes of freshmen is followed through the first years of employment to determine how their occupations in 1971 compare with the plans they had expressed while in college.

"The Hard-To-Place Majority—A National Study of the Career Outcomes of Liberal Arts Graduates." A comprehensive assessment of the employment status of liberal arts graduates as compared to graduates in nonliberal arts fields to determine differences in employment outcomes. (To be issued Spring 1975.)

"Careers in the Private Sector—A National Study of College Graduates in Business and Industry." Career patterns of men and women in private companies are compared to those of men and women who choose other employment settings. (To be issued Spring 1975.)

The principal investigator and author of the reports is Ann S. Bisconti, research coordinator of University Research Corporation.

[4] Suggested amendments are attached as Appendix A. As will be noted, only minor changes in the wording of existing law are rquired to accomplish the result we seek.

(d) *Computer models.* Provision could be made for funding college and university and other nonprofit organizations to help develop career information and career planning systems. In addition, job and skill identification traits and job search programs might be refined as a means of servicing special employment needs for local communities.

3. Provide funds for colleges, universities and other nonprofit organizations to engage in applied career research in areas of direct use to college students and graduates, faculty and administrators of higher education, and employers. Topics could include the factors which influence job satisfaction and career choice, development of effective job descriptions and techniques involving validation of occupational testing with emphasis on the special requirements of minorities.

We urge that the Congress adopt the amendments to the Vocational Education Act of 1963, which we are submitting today. We strongly believe that the time has come for federal assistance to vocational education to be expanded to include the concept of career education, embracing not only vocational-technical education, but also career planning and career counseling for all students of colleges and universities. These amendments would complete the continuum of career education which Congress has established at the lower levels by bringing the essentials of career counseling, planning and placement to the thousands of four-year college students so much in need of these services.

APPENDIX A

[H.R. ——]

AMENDMENTS TO THE VOCATIONAL EDUCATION ACT OF 1963, AS AMENDED

A BILL To amend the Vocational Education Act of 1963, as amended, to improve the administration of vocational education programs at the post-secondary level including programs of four-year colleges and universities and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of American in Congress assembled, that Title I, Part A, Section 101 [20 U.S.C. § 1241] of the Vocational Education Act of 1963, as amended (hereinafter referred to as the "Act") is amended by inserting after the words "post-secondary schools" the words: 'including those seeking degrees at four-year universities and colleges."

Title I, Section 104(a)(1), as amended, [20 U.S.C. § 1244(a)(1)(F)] is amended by striking clause (F) and inserting in lieu thereof: "(F) Having special knowledge of post-secondary vocational education programs, including the programs of four-year universities and colleges, and adult vocational educational programs, and"

Title I, Part A, Section 108(1) of the Act, as amended [20 U.S.C. § 1248] is amended by inserting after the word "subprofessionals" in the first clause: "or professionals, or in occupations requiring a baccalaureate degree".

This section is further amended by striking the clause which reads: "But excluding any program to prepare individuals for employment in occupations which the Commissioner determines and specifies by regulations, to be generally considered to be professional, or which requires a baccalaureate or higher degree;"

Title I, Part B, Section 122(a), as amended [20 U.S.C. §1262], is amended by adding thereto: "(9) Vocational guidance and counseling designed to aid persons seeking baccalaureate and professional degrees at colleges and universities, in the selection of, and the preparation for, employment in all vocational areas;"

References: P–L 88–210, 77 Stat. 403, P–L 990–576, 82 Stat. 1064, 20 U.S.C. § 1241 *et seq.*

CPC ASKS FEDERAL SUPPORT FOR CAREER COUNSELING, PLACEMENT IN FOUR-YEAR COLLEGES AND UNIVERSITIES

WASHINGTON—A spokesman for the College Placement Council Inc. today urged a House subcommittee to extend the Vocational Education Act provisions for career planning and counseling services so that this federal aid will reach students in four-year colleges and universities.

Arthur R. Eckberg, president of CPC and director of career planning and placement at Roosevelt University, Chicago, testified before the House subcommittee on elementary, secondary and vocational education. He said such assistance is needed today because "we are faced with a depressed economy and yet a continued national commitment for universal access to higher education."

"It is tragic," Eckberg said, "that something approaching a million young people are now graduating annually from all four-year colleges and universities with a critical lack of career planning and counseling."

He added that of these, "nearly 60 percent are receiving liberal arts degrees each year and leaving the campuses with decreasing hopes of obtaining employment. Even those who do find a job may be woefully under-employed."

In addition, Eckberg cited the fact that today's campus enrollment includes women and minority group students "struggling to obtain the priceless passport of a college degree," yet through circumstances not of their making, many of these people end up facing the job market with inadequate orientation as to career options, thus decreasing their employability.

Although existing federal vocational education assistance for training and counseling is limited to those occupations which do not require a four-year college degree, Eckberg pointed out the federal role in vocational assistance has been a changing one since aid programs were inaugurated in 1917.

He said those pursuing baccalaureate degrees should not be excluded from other parts of the educational system. Further, Eckberg added, colleges are cutting budgets because of economic pressures and frequently paring funds for career planning and placement offices at the very time they are needed most.

"Career planning and placement has evolved," Eckberg said, "from the simple role of job-seeking to a continuing process in which the student is progressively encouraged and assisted in self-appraisal, exploration of career options and ultimate assessment of employment opportunities."

Today, using non-federal funds, many campuses have launched innovative programs, including the utilization of group career counseling, application of computer programs, and development of minority-oriented guidance methods.

"The time has come," Eckberg said, "to include the college student within the ambit of federal vocational assistance. . . To continue to deny federal support for career planning and placement to students in baccalaureate education while providing it to all high school students and even non-degree candidates in post-secondary education would appear to be in opposition to the nation's commitment to career education."

The CPC spokesman asked that in addition to extending aid to all four-year students, the Vocational Education Act be amended to provide model programs in career planning and placement, including establishment of career information centers on campuses. Other amendmets sought would provide for applied career research of direct use to college students graduates, educators and employers.

The College Placement Council is a non-profit organization and the only professional organization representing both career planning and placement officials in the colleges and universities and their business, industry and government counterparts in the personnel field.

Four-Year Liberal Arts Graduates: Their Utilization in Business, Industry, and Government—the Problem and Some Solutions

A position statement covering: 1. The Dilemma; 2. Dimensions of the Dilemma; 3. New Directions; 4. Areas in Which Action is Needed; 5. Conclusions.

FOREWORD

The dilemma of the liberal arts graduate is becoming a well documented subject. Increasingly, educators, employers, legislators, parents, and students are expressing concern about the problems encountered by liberal arts graduates in, first, deciding what career paths to follow, and, secondly, finding employment.

Feeling that there must be answers, the College Placement Council named a special committee to study all aspects of the problem including some possible recommendations for enhancing the employability of liberal arts graduates. The matter is of prime interest to CPC, since it is the national professional association serving career planning and placement counselors on the one hand and the college recruitment personnel of employers on the other.

The CPC committee has studied the dilemma for a year, leading to the development of this liberal arts position statement, which was approved by the CPC Board of Regional Governors in January 1975.

CPC COMMITTEE ON THE UTILIZATION OF, AND EMPLOYMENT INFORMATION FOR, LIBERAL ARTS GRADUATES

Members: Alva C. Cooper, Chairperson, Hunter College; John E. Demlow, Chrysler Corporation; Jerrene Edmonson, Associated Merchandising Corporation; William C. Gutman, Temple University; Ronald R. Pariseau, John Hancock Mutual Life Insurance; Donald M. Robbins, U.S. Civil Service Commission; Richard N. Stevenson, Procter and Gamble Company; Weldon H. Williams, Exxon Company U.S.A.

Resource Persons: Dominick F. Carbone, New York Telephone Company; Monte H. Jacoby, Olin Corporation.

Ex Officio: Robert C. Becker, Mellon National Bank, First Vice President, CPC; Arthur R. Eckberg, Roosevelt University, President, CPC.

Staff: Robert F. Herrick, Executive Director, CPC; Jean G. Kessler, Administrative Coordinator, CPC.

THE POSITION STATEMENT IN BRIEF

The tightening employment market during the first half of the 1970s has spotlighted a problem facing many college graduates: what can they do after graduation? The problem has become even more acute for liberal arts graduates, many of whom have difficulty identifying employment options other than those traditionally associated with a liberal arts background.

At the root of the dilemma is the age-old phenomenon of supply versus demand. Each year the number of college graduates increases, but the number of jobs requiring college training is not increasing proportionately. In 1960–61 there were 368,000 bachelor's-degree graduates. Projections by the U.S. Department of Health, Education, and Welfare indicate that by 1980–81 the number will increase to 1,005,000—almost three times as many.

The proportion of students in the humanities, social sciences, and other liberal arts disciplines is increasing also. In 1960–61, only 42% of the bachelor's graduates were in the liberal arts; by 1980–81, the ratio will be 58%. This means that there soon will be almost 600,000 liberal arts graduates a year, compared with 150,000 only 15 years ago.

The dilemma is compounded even further because of the shrinkage of jobs in two traditional sources of employment for liberal arts graduates, teaching and social service. While many liberal arts graduates continue to enter graduate schools to prepare for various professions, a growing number are already seeking immediate employment in business, industry, and government—often in vain for one reason or another. Some are unaware of employment options they could pursue, some take a passive attitude and procrastinate until late in the senior year before giving serious consideration to post-college plans, most have no skills of interest to employers. Obviously, the means must be found to make the graduate with a fundamental liberal arts education more aware of the work world and more competitive in the employment marketplace.

Employers will have to do their part as well. A May 1974 survey of employers by the College Placement Council revealed that liberal arts hiring has decreased in the last five years. Three-fourths of the employers respondents indicated that they filled less than 10% of their new college hires from the ranks of liberal arts graduates. Significantly, however, about three-fourths of these same employers indicated that they would hire more liberal arts graduates if they had certain business-related courses or if they had done co-op or other experiential work.

Resolving the liberal arts dilemma requires a concerted effort by all parties: colleges and universities, employers, government, and students. The alternative is a continued increase in liberal arts unemployment. A U.S. Bureau of Labor Statistics study of unemployed 1971–72 graduates found that humanities and social sciences had the highest percentage of unemployment in the surveyed group—more than double that of all other fields.

In its conclusions, the College Placement Council recommends that:

Colleges and universities

Make available a broader selection of elective courses that would benefit liberal arts graduates in a work environment.

Provide opportunities for all types of experiential education (cooperative education programs, scheduled part-time and intermittent work-learn experience, internships).

Provide greater support, from the freshman year on, to the career planning and placement function as an important link in the overall educational program.

Introduce a career planning course and encourage students to take it to later than the sophomore year.

Involve faculty members as specialized career advisors.

Employers

Re-examine job specifications, bearing in mind that a basic liberal arts education produces a person who is capable of growth and is educable in a continuing sense.

Participate actively in cooperative education, internship, and career information programs.

Give financial support to areas clearly identified with career planning objectives.

Federal Government

Provide additional financial assistance for career counseling programs and cooperative education experiences at colleges and universities.

Intensify efforts to develop and disseminate information on occupational trends.

Create more career materials for college students, utilizing all media.

Students

Take advantage of career planning programs early, preferably by the sophomore year.

Select a minor or elective courses that will demonstrate interest in business, industry, and government.

Take part in experiential programs offered by colleges and employers.

Identify employment options and remain flexible regarding career decisions.

Recognize that, once employed, progress will depend upon continuing education and training.

The liberal arts dilemma has become a problem of deep national concern, and only a strong national effort can produce meaningful solutions. Hopefully, this College Placement Council position paper will serve as a catalyst.

THE DILEMMA

What does one do after college?

This is a question being asked by many: students, parents, legislators, employers—and also by enlightened college administrators and faculty members seeking to better prepare their students for the complicated, fast-changing world they will enter upon graduation.

Finding the answer presents a dilemma. First, there are many more students than ever before, and each year the number grows. Not only are there more students, but many increasingly are coming from a wider range of socioeconomic and ethnic backgrounds. All of this adds up to an enormously large and heterogenous supply of college graduates, unprecedented in the Nation's history.

Then, there is the other side of the question—demand. What happens to college graduates is influenced, of course, by the nation's economic condition. This is particularly true in a tight economy when employment opportunities are diminished.

For those who are not sure of their career goals, or are having trouble relating their college education to types of employers and jobs, the problem can become acute.

This report addresses itself to one main issue: What can the liberal arts undergraduate do, while in college, so that employment options will be available upon graduation? The particular focus is on options, primarily in business, industry, and government.

In the early 1960s, the demand for college-educated employees grew by leaps and bounds. This was one impetus for the increase in college enrollments. Total bachelor's degrees conferred and prognosticated are as follows ("Projections of Educational Statistics to 198 83," 1973 edition, U.S. Department of Health, Education, and Welfare):

1960 to 1961	368, 857
1970 to 1971	839, 730
1980 to 1981	1, 005, 000

Both the number and the proportion of students in the liberal arts are increasing: 1960–61, 42% (154,875) of the bachelor's graduates; 1970–71, 51% (427,720); and in 1980–81, projected to 58% (587,140). Many of these liberal arts students opt for professional careers—which, in fact, may not be available. Furthermore, the vast majority have been found to be uninformed as to appropriate career opportunities.

The picture of the '70s is very different from that of the '60s. Tight labor markets, increased cost of higher education, the curtailment of traditional fields such as teaching—together with increased enrollments—are causing students, prospective students, and many faculty members to take a new look at their futures.

There is obviously a need for better and earlier career planning—for definition of options and then identification of specific jobs. Many liberal arts candidates are interested in careers in business or government, but the prime question for the non-technical, non-business student is: How can the goal be achieved? How do majors in the humanities, social sciences, and other liberal arts pursue their prime fields of academic interest and still make themselves employable upon graduation?

Generally speaking, liberal arts faculties have been concerned with "pure education" and have felt no need to be concerned with what happens to the graduate—and this, in spite of the fact that most institutions have maintained that they are educating the "whole person." If this be so, then is it not logical to give consideration to what happens when the college course is completed?

Certainly it should be possible to accept the liberal arts concept of "education for life," bearing in mind that life, for most, includes a high percentage of time spent in earning a living. However, earning a living includes the achievement of a degree of intrinsic satisfaction in one's work and a sense of contributing to society.

The answers need not be "either-or's"—for no one has a crystal ball. During the past few years, important reports on higher education have appeared. The Task Force on Higher Education of the U.S. Department of Health, Education, and Welfare, chaired by Frank Newman, issued a landmark report which bears careful reading. Some of the points particularly relevant to this report are: "* * * with the exception of summer jobs, most young people in college have no first-hand knowledge of any occupation save that of being a student * * * There was a time when most faculty could be counted on to provide students with a perspective that extended beyond the limits of the campus. No longer is this the rule." The report further states: "The sum of all these circumstances leaves many students unprepared to make sound career choices."

There is no intent here to question the value of the liberal arts. If, in fact, study of the liberal arts increases knowledge, broadens the viewpoint, teaches how to think, analyze, synthesize, how to express oneself lucidly both orally and in writing, and leads to an examination of values and attitudes, then the liberal arts provide the broad base required in a world that changes rapidly, that calls for flexibility and adaptability.

DIMENSIONS OF THE DILEMMA

Concerns for the quality and goals of higher education in general, as well as questions about the employability of graduates, have been expressed by a wide variety of publics, particularly during the past two to three years.

In his speech at the summer commencement at Ohio State University, President Gerald Ford spoke of the problems facing today's graduates. He said, "The first of these problems is summed up by the editor of your campus newspaper. She reports that the one dominant question in the minds of this year's graduates is very simple: How can I get a job that makes sense as well as money?" President Ford also said, "Although this Administration will not make promises it cannot keep, I do want to pledge one thing to you here and now. I will do everything in my power to bring education and employers together in a new climate of credibility * * *".

An American College Testing survey of a representative sample of more than 33,000 eighth, ninth, and eleventh grade pupils covered more than 267 questions. The most significant answer was that these pupils would like help with career planning. In colleges, however, the major emphasis for many years has been on personal counseling and therapeutic procedures.

The most recent study by Daniel Yankelovich, "The New Morality—A Profile of American Youth in the '70s" (1974), states: "Another indication of the new careerism is the sharply increased proportion of students who come to college mainly for its practical purposes. As mentioned earlier, since 1968 we have divided college students into two major segments—those who regard a college education primarily as a means of advancing their careers, incomes, and social status (career-minded group), and those who say they are less concerned with the practical benefits because they take them for granted and are more concerned with the intangible benefits of a college education (take-affluence-for-granted group). The latter group peaked in 1968 and has slowly declined each year since then. Simultaneously, the career-minded segment has increased, with the sharpest acceleration occurring in the last year or so." The size of the "career-minded group" has increased from 55% in 1968 to 66% in 1973.

The same study presented respondents with a series of five alternative actions. They were first asked to indicate which of the plans interested them. The levels of interest expressed by the college group were as follows:

	Choice of college students (percent)
A Six-Year Job-and-College Program where the person works steadily at the job and gets a college degree for both work and formal courses taken at a nearby college	82
A Career-Planning Year exposing the person to many different fields and job opportunities and featuring career counseling	80
New Types of Apprenticeship Programs in industry, the arts, unions, or service organizations, where the person is paid minimum wages while he learns high-paying skills	60
New Types of Technical Schools offering certified training for skills needed in expanding industries	47
A Start-Your-Own-Business Program featuring training and interest-free loans	44

Respondents were then asked which one of the plans they might be most interested in. The Six-Year College Work Plan was favorite (48%) of the college group. Next was the Career Planning Year—chosen by one out of four.

In order for the liberal arts student to move into satisfying employment upon graduation, some skills and familiarity with the work world and its operation may well make the difference between getting a job and not getting one. The following statistics relate to this point. In an article in the Spring 1974 issue of "Collegiate News and Views," a survey of 100 companies is reported. The question was asked: "When hiring, is your company interested in the business major or the liberal arts major?"

In 1965: 38% were interested in the Business Major; 12% were interested in the Liberal Arts; 50% were interested in either.

In 1972: 81% were interested in the Business Major; 0% were interested in the Liberal Arts; 19% were interested in either.

In May 1974, the College Placement Council surveyed 1,915 employers concerning their recruitment of liberal arts graduates. Replies were received from 698 (36%). Over-all, it was found that liberal arts hiring has decreased compared with that of five years ago. During the 1973–74 college year, 32% reported hiring no liberal arts graduates compared with 24% five years ago.

Of the employers surveyed, 76% filled less than 10% of their total new college hires from the ranks of liberal arts graduates. About three-quarters of these same employers indicated that they would hire more liberal arts graduates if they had certain business-related courses or if they had done co-op or other experiential work. Of the employers who reported no current liberal arts hires, half would consider employing these graduates if they had business-related courses or if they had done co-op or experiential work. This response takes on added importance in view of the fact that only about one-quarter of of the employers have special programs designed to train liberal arts graduates.

A recent research report of the Western College Placement Association, "Employer Attitudes and Opinions Regarding Potential College Graduate Employees," gives further reinforcement to the concept that a liberal arts major is regarded as "neutral or somewhat undesirable" by most employer groups. However, the addition of a minor in business was rated as positive, and even a single course in accounting or administration was rated as a mild positive influence by about half the group. Work experience, part-time employment, cooperative education, or intern programs were viewed positively.

The College Placement Council's newsletter, *Update*, October 1973, states that the Council's June 1973 survey of business, industry, and government recruiting activity indicated the proportion of bachelor's-degree graduates hired would be 25% engineering, 8% science-mathematics-other technical, 35% business, 13% other non-technical, and 18% unclassified. On the supply side, the proportions of the 1972–73 graduating class were 5% engineering, 16% sciences-math-other technical, 13% business, and 66% other non-technical (including education). For the 1980–81 graduating class the proportions are projected to be 3.6% engineering, 16% science-math-other technical, 12% business, and 68% other non-technical.

The proportion of unemployed 1971–72 graduates in each major field of study, disclosed in a Special Labor Force Report of the U. S. Bureau of Labor Statistics, pointed up the same weak spots. Humanities and social sciences had the highest percentages of unemployment in the surveyed group—more than double that of all other fields.

NEW DIRECTIONS

Student reaction to labor market

Anxiety generated by labor market conditions may well cause over-reaction by students. This happened during the period when the employment of engineers hit a low spot a few years ago. Engineering enrollments declined as a result, and now there is a dearth of engineers.

As a direct outgrowth of student concern, there are indications of movement of liberal arts students toward enrollment in business courses and an increase in the number of arts sophomores declaring business school majors. Thus far this appears to be on a limited scale and at the initiative of the students themselves, rather than as a result of concern of the arts faculty or administrators. The most popular courses being selected, apparently on a random basis, are in the areas of economics, finance, management, and marketing.

If a happy medium is to be achieved, earlier and better counseling of students is necessary in order to help them plan for "options" rather than absolutes, i.e. addition of immediately applicable courses to the liberal arts base rather than abandonment of the liberal arts.

Experiential education programs

Cooperative education, internships, and scheduled part-time and intermittent work-learn experiences have as their goal exposure to the world of work. This exposure can be particularly beneficial to the liberal arts student. In the absence of clear-cut career options, structured part-time or intermittent work can have a profound influence on the student in shaping value standards, in examining interests, in analyzing areas of success and difficulty, in relating to other than peer groups, in assisting in course selection, in assessing the relevancy of theory, and ultimately in coming to grips with career goals. In addition, the financial benefits of paid experience help many a student to remain in college.

It is interesting to note that, while technical education has dominated the field of experiential education, recent developments suggest movement in the direction of non-technical or liberal arts programs.

Basic to successful experiential education programs is close liaison between the college and the employer, to the end that jobs are specially structured to include learning components, supervision, and reports to the college on the student's growth and progress. Academic credit is given for many of these programs.

Cooperative education programs.—The traditional program provides alternating semesters of full-time classroom study and full-time paid work experience. Frequently, the program is built on a five-year plan, with the first year spent in full-time study.

Scheduled part-time and intermittent work-learn experience.—The development of scheduled part-time or intermittent work experience has assumed new importance during recent years. Though the work activity in this types of experiential education is sometimes not directly related to the academic major, the student is provided with meaningful, relevant, and interesting experience which can be identified to varying degrees with the academic field.

Internships.—Student internships have assumed many forms in recent years, paid and non-paid, volunteer and community service, full-time and part-time during specific periods of the year, summer work only, or required one- to two-semester work-site projects prior to graduation. In most cases, however, an internship involves either a prerequisite work-site project related to the student's major or it involves a series of full-time work experiences leading directly to an offer of employment by the organization which selected the student as an intern.

Miscellaneous job experience.—Equally helpful and often much more accessible to the liberal arts student may be the whole gamut of miscellaneous part-time or full-time job exploratory experiences which may be arranged by the student or through the college placement service These jobs cover the spectrum, and from experiences in them the liberal arts student not only obtains financial aid, but also can explore self-identity, screen out likes and dislikes in a real-life job situation, and pinpoint realistic short- or long-range career goals.

Many institutions of higher education offer one or more of the above types of experiential education; only a few provide opportunities for all variations of these four types of work-learn experience. Notable for its diversity of work-learn-experiential education programs for the liberal arts student is the Professional and Occupational Broadening Experience (PROBE) program of the University of California, Davis. Because of the innovative concepts present in the total program, it is being followed with great interest by the academic community.

Career planning courses

One of the problems faced by career planning and placement offices is that of trying to reach and help large numbers of students with a small professional staff.

Group counseling has been one solution. Another is the use of a career planning course, particularly during the freshman or sophomore years. These courses vary in content, but have as their prime goal the exposure of students to the variables involved in a career choice, such as self-analysis, career information, decision making, selection of career areas and establishment of short-and long-range goals.

AREA IN WHICH ACTION IS NEEDED

There appears to be a consensus that there is great value in a broad education which will produce a "whole" person, i.e. one who possesses an in-depth cultural understanding, who is adaptable, and who is capable of continuing growth. While many students with a liberal arts background continue into graduate education, increasing numbers are seeking immediate employment in business or government where that background can contribute ultimately and notably to their professional advancement. But means must be found to include with the liberal arts such courses as will make the graduate more "marketable" for business and government. The urgency of providing this capability increases as traditional fields of liberal arts employment such as teaching and social service become less available.

As mentioned earlier, there has been an indication that business and government increasingly seek graduates who have some atunement to the work world and who can bring some adaptably usable knowledge to the marketplace. If progress is to be made, however, action is needed on the part of academicians, employers, government, and students. The following are some suggestions for action.

The academic

Dr. Lester L. Hale, former vice president of student affairs, University of Florida, conducted a study of practically all aspects of that campus community. In commenting on the faculty role he says, "From the standpoint of students, the faculty person is 'where it's at.' From the standpoint of administration and funding, the faculty is where the 'line-items' are and where there is professional and substantive expertise to meet student needs for acadmic advice. From the standpoint of the faculty, there are many who have entered teaching as a profession not only because of their interest in subject matter but also for their interest in helping students. Faculty personnel must be used more effectively in out-of-class advising relationships with students if the university is to be personalized."

Dr. Hale adds, "The convergence of career choice with curricular planning is that crucial point at which a studet most needs a faculty friend. It is entirely possible that a faculty person in the departmental discipline or career cluster of a student's choice can become a new breed of humanitarian-academician who could replace the simplistic dean of the early 1900s. A teacher can become not only an academic and career advisor, but also a personal friend."

Encouragement from both faculty and career counselors is needed to motivate students to include, with whatever major they choose, elective courses or minors which would be immediately applicable upon graduation; for example, four or five "core" courses which could be offered by the economics department or other departments of a liberal arts college as well as by the college of business at a university. The following courses would, in all probability, greatly enhance a student's career options: Communication—Verbal, Communications—Written, Principles of Management, Business Economics, Principles of Accounting, Introduction to Data Processing, Human Relations, and Organizational Theory.

Students could use additional electives to pursue interests they might have in specialized areas. Some examples of such courses are: Marketing Concepts, Retailing, Finance, Sales Management, Fundamentals of Risk and Insurance, and Quantitative Methods/Statistical Analaysis.

Such a nontraditional approach has been instituted at California State University, Los Angeles. In cooperation with the School of Business and Economics, the English Department has created four mini-minors in Accounting, Management, Statistics, and Business and Business Economics which English majors are encouraged to follow in order to add substantially to their employability.

More emphasis by academia should be directed toward the area of career planning and placement on a continuum—beginning no later than the sophomore year for career counseling, continuing with experiential programs, and culminating in placement.

Outreach programs should be initiated where necessary to involve students in this early career counseling. Further, one of the concomitants of an expanded career counseling program is the need to seek out additional and more varied opportunities wtih employing organizations which do not recruit on campus.

Such an approach will enable students to set goals, make career choices which involve an understanding of existing options, and take advantage of courses and experiences that help in their total development and their entrance into the mainstream of employment upon graduation.

In addition to increased faculty involvement, more trained personnel are needed in the career planning and placement offices of the nation if the large numbers of students now in colleges and universities are to be reached and helped in a meaningful, realistic manner. In the final analysis, this means adequate budget allocations.

Dr. Hale's report, previously cited, calls for an integrated and well-coordinated system of career education, counseling, and academic advising. Essential parts of the proposed study include ". . . a sensibly structured career education program and a special cadre of selected faculty members as career and academic advisors." Supporting these would be a centralized agency, the Career Counseling, Planning, and Placement Center. This central office would focus on the full continuum of career counseling, from self-evaluation and vocational assessment, through vocational information and curricular planning, and ultimately to job placement.

Dr. Hale goes on to say that, "The object of all teaching and much research is the students and their educational growth and personal development. Professional personnel in Student Affairs are academically capable of teaching and conducting research that will contribute to that growth and development, and should be encouraged to do so. Only by giving academic status and credibility to the qualified programs and people in Student Affairs can such encouragement be given. Administrative and professional personnel in Student Affairs should be as much a part of the faculty as are mathematics instructors and political science professors."

Career planning and academic advisement are important for all students, but especially important for those who have no role models and little knowledge of the areas in business, industry, and government that are open to them. Women in particular should be made aware of the opportunities that are available, for they are far less likely to have been exposed to the same academic and career motivators that function for many men. Women and minorities are still thinking in terms of traditional, non-business careers at a time when business, industry, and government are actively seeking to bring them into the mainstream of management.

The Carnegie Commission on Higher Education reported in 1973 that, "Most of the evidence indicates that vocational counseling has tended to be a relatively weak component of college and university student counseling programs, which have, in general, given greater emphasis to the students' personal and psychological problems. We believe that, in view of the pronounced changes that are occurring in the job market for college graduates, institutions of higher education should place considerably greater emphasis on vocational counseling."

These conditions have led the Carnegie Commision to recommend that, "Colleges and universities should take immediate steps to strengthen occupational counseling programs available to their students.

Felix C. Robb, director of the Southern Association of Colleges and Schools, has stated that, "Each college and university worthy of survival in the 1980s should transform its placement office into what might be called 'a career development center'." This center should not only subsume the responsibilities of the traditional placement office, but would employ modern technology and systems approaches in becoming a useful learning resource for students, faculty, and alumni. It would provide career orientation information for individuals and groups, with an emphasis upon individual exploration of career alternatives and potentialities. Its special value would be in guidance and in the degree of comprehensiveness, not now in existence, and the greater reliability of facts about current and prospective job markets."

Dr. Robb goes on to say: "The career development center should be able to work productively and individually with entering freshmen as well as with seniors and graduates. It can prevent premature or unnecessarily delayed vocational decisions, encourage rational career choices, and provide an early warning system to detect personal problems related to career development. Another valunable future function is the blending of work and study in a manner to foreshorten the prolonged period of adolescent dependence now characteristic of most American college campuses."

The employer

With maximum utilization of human resources as the objective, all employers—business and industry, as well as government—should re-examine their job specifications, bearing in mind that a basic liberal arts education produces a person who is capable of growth and is educable in a continuing sense. As a result of equal employment opportunity regulations and guidelines, employers are already revamping selection criteria believed to have implicit or explicit sex or racial bias. At the same time, many other traditional employer assumptions regarding employment qualifications are being questioned. Development of realistic job requirements, based on non-discrimination in the broadest sense, could significantly expand the career horizons for liberal arts graduates.

Employers should make available carefully planned and well supervised experiential work programs to provide relevancy between education and work. In assuming this responsibility, employers make a commitment to the education of youth, but one that also can be self-serving. Successful programs in cooperative education, internships, etc., have proved that undergraduate students can be productive employees, that this training, begun early, pays off when the student graduates and becomes a full-time worker. If, on the other hand, the match proves not to be a good one, termination at that point has advantages over turnover during regular employment.

Employers have a clear obligation to the academic community. In cooperation with career planning and placement offices and the liberal arts faculty, they should assist in the orientation of students through participation as panelists and speakers in the classroom and in the career planning courses that are proliferating nationwide. Many corporations already contribute financially in various ways to institutions of higher education. However, there are new areas in which the allocation of even modest sums could yield disproportionate benefits if given to the support of model, career information, and work-learn programs, and to professional development institutes for college personnel.

Government

Effective projection of manpower needs is sorely lacking. It is difficult to identify where opportunities may lie in the future unless more timely and more accurate assessment of trends is made. This is a difficult task, but some further efforts on the part of government should be undertaken in cooperation with appropriate professional groups.

Occupational information prepared with the college student in mind is needed. While written material prepared by the U.S. Bureau of Labor Statistics has been helpful, perhaps the time has come to think in terms of other media such as audio and/or audio-visual.

The Federal Government should provide funding to colleges and universities for expansion of career counseling services at the four-year college level. Although consideration has been given to Federal funding for career education at the high school and two-year college level, it should be provided at the four-year college level as well.

The student

It is imperative that liberal arts students become involved in early career planning to insure awareness of available options since, all too frequently, they defer career exploration until the senior year.

They must also be made aware that, while preparation for getting a job—which includes academic planning—is of the essence, keeping a job and progressing on a career will require continuing education and training.

Additionally, the inclusion of "practical" elective courses, such as those mentioned earlier, has benefits that apply in areas other than obtaining a beginning job. These business-related courses are as much a "preparation for life" in today's society as are the humanities, when, for example, an individual works with volunteer civic agencies, serves on church boards, manages personal or financial affairs, or simply acquits the responsibilities of an informed citizen.

CONCLUSIONS

The Newman Report on Higher Education concludes that, ". . . there seems to be a steady increase in the number of those who are capable of successful college work, but have little sense of purpose in their studies" and that ". . . many people are in unsatisfactory jobs because of a dearth of information about their options."

U.S. Education Commissioner T. H. Bell has reinforced this conclusion. In remarks quoted in *The Chronicle of Higher Education* of January 17, 1975, Dr. Bell stated: "I feel that the college that devotes itself totally and unequivocally to the liberal arts today is just kidding itself. Today we in education must recognize that it is our duty to provide our students also with salable skills." Additionally, "Many would argue that a student need merely master the basics in the liberal arts and humanities to be well on the way to becoming educated," he said. "As I see it, this is far too narrow a view of education. Education is preparation for life, and living without meaningful work is just not giving life to its full meaning and purpose * * *"

In the present and projected climate of employment, it is obvious that realistic career planning at an early stage is a necessity if college graduates are to find appropriate and satisfying employment. It is equally important that students be made aware of the options that may be available to them upon graduation.

Such career planning calls for the involvement and cooperation of a wide spectrum of publics: colleges and universities, employers, government, and students.

Colleges and universities.—An immediate need exists for expanded choice of courses in the form of minors or electives, for experiential education opportunities (cooperative education, internships, part-time and summer opportunities), and for career planning courses. Particularly important is the recognition that, in addition to faculty involvement wtih academic and career information, an adequate corps of specialists in career counseling and placement is essential. It is vital that students have the opportunity to work with counselors who are knowledgeable about the wide range of careers and jobs, who have no commitment to a specific discipline, but who will work with students to help each one develop particular goals. Those who work in the area of career planning should also be involved in an on-going program of placement so that the career planning is done in the context of reality and not in an academic vacuum.

Employers.—All types of employers should lend their expertise and active support to special experiential work programs, such as cooperative education, internships, etc., to career information programs, and to the re-evaluation of the employment picture, with special attention to the area of job requirements. Consideration should also be given to financial support of areas clearly identified with career planning objectives.

Government.—The Federal Government should intensify its efforts to develop and disseminate information on manpower trends, to create career materials for four-year college students, and to provide funding for four-year college career counseling programs.

For all three, there is a responsibility to maximize the educational experience for each individual.

Students.—General career planning should begin no later than the sophomore year, with recognition by students of the need for career exploration. Students must also accept the fact that employment progress will depend upon continuing education and training.

It is only when the career development of students is seen as part of the total educational process that movement toward adequate, professional services will occur within the colleges and universities. Such service will benefit the students for whom the colleges and universities exist, the employing community, and society in general.

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STATEMENT OF MR. ARTHUR R. ECKBERG, PRESIDENT, COLLEGE PLACEMENT COUNCIL

Mr. ECKBERG. Thank you, Mr. Chairman.

I am Arthur Eckberg, placement director at Roosevelt University, and president of the College Placement Council. With me today are Jerry Straus, representing the firm of Wilkins and Craig, the council's attorneys; Robert Herrick, executive director of the Transportation Council, and its secretary treasurer; and Robert C. Becker, who is the president-elect of the College Placement Council, and is vice president for employee relations at the Mellon bank.

The College Placement Council is a very unique organization in this country. It consists of seven regional organizations whose members are career and college placement directors at all of the 4-year and many of the 2-year institutions throughout the United States.

At the other end, we have our counterparts in the industry and business from many of the industrial firms that come to the campuses and also recruit young men and women, and also young men and women who are seeking positions after they have graduated from colleges and universities.

Our organization is a nonprofit organization. It is unique in the sense that we represent both sides of the coin. We have, on the one hand, the men and women who serve on the campuses with the young men and women, the older men and women who come to the campuses to begin career counseling and placement for those who leave our campuses and seek possible employment.

We represent hundreds of employers in the area from business and Government agencies. I believe that we have an opportunity to bring the world of work of today to our college men and women. Our appearance today is to urge that you consider extending the benefits of the Vocational Education Act of 1963 to thousands of 4-year college students as they are preparing to enter the Nation's labor force.

I know that a great deal has been accomplished over the years by Congress. Congressional action has strengthened vocational education efforts over many years, particularly since 1917.

We urge this action to help assure the continuum of career education through the baccalaureat.

Why we urge the extension of the Federal benefits at a time when the increase in Federal spending is being openly questioned? I think that this is a good question. I believe there are several excellent reasons for this.

One such action will do much to assure that expenditures at the secondary college levels, that have been in legislation, will be spent productively.

Career planning, as an integral part of career education, should be a continual process through all the years of education. The composition of today's student body encompasses the entire spectrum of our society.

The current oppressed economy, and many of the problems inherent with it in terms of locating positions, and in terms of trying to find where those options that we are being advised to keep open are. The need for programs which serve optimum utilization of all of our citizens, but especially those young men and women and others who attend colleges and universities.

Our colleges and universities do not have sufficient funds to do this job alone. Federal leadership, I believe, is esential, which Congress has demonstrated to the vocational education level. We would urge this continuation through the baccalaureat.

Existing and proposed legislation does not provide support in career planning and placement, and research for upgrading programs in this field for baccalaureat candidates, which we propose, would amend the Vocational Education Act of 1963.

We have planned this out in the paper that the committee has in its hands. Among the programs that we are opting for is a continuation of fostering of more model programs, seed money to colleges and universities and nonprofit organizations, for the extension of Federal assistance programs in career planning, and career placement, to include all students in the 4-year colleges.

I might add that at the back of our paper we have a series of selected references. We also have a paper on the 4-year liberal arts colleges which will be made available to all members of your committee, and the various research reports that we have published through the council's efforts. Those will also be made available to the members of your committee.

We are asking for funding of various model career placing programs for 4-year colleges to take into consideration the minorities, women, handicapped, and all students, as well as those who continue career development and career changes.

We would seek the infusion of a modest amount that would help to considerably expand our operation into occupational trends, decisionmaking, health career selection, and better career selection to help students better understand the job market and the work world, and to develop their full potential as citizens of this country, an interface between education and work, a residence exchange program, where faculty members and others might have experiences in business and industry, and where people in business and industry might have a chance to spend some time on our campuses and see the other side of the coin.

Professional programs for practitioners in career planning and placement field, both the experienced individuals for updating as you indicated a few minutes ago, a great need to help in the changing job market for these young men and women eager to enter this exciting field of career planning and counseling.

More research is needed to discover the correct utilization of college persons, and job satisfaction, which motivates career choice. All these are essential factors that you will find in the research monographs that we will make available. A considerable effort has been devoted to this subject already.

In closing I would like to say that the amendments herein recommended would complete the continuum of career education which Congress has established at the lower levels.

Mr. Chairman, thank you very much for your time. We appreciate the chance to respond to any question that the Congressman or other members of the committee or staff may have.

Mr. LEHMAN. From what I have been reading in the newspapers and magazines, your organization is going to have its hands full for the next 4 years with the kind of job opportunities that are available through college placement. It is not what it was, as you well know.

College graduates are now looking for the kind of jobs that they could perhaps obtain when they got out of high school.

Mr. ECKBERG. A great deal is happening. We have a meeting in Washington at the end of May, which will focus direct attention to the subject on a national basis. I would ask Mr. Becker, who represents our employer segment if he would like to comment on the statement.

Mr. BECKER. I would like to say that what you stated is absolutely true. It is a tight year for college graduates, when they go out and look for a job. I would like to emphasize that there are jobs, and if you have the right kind of training and education, particularly college level, your chances of getting a job are much improved.

I am thinking of people who have courses in accounting, or urban systems, who come out with some usable skills and knowledge in their 4 years of college. I think that this is very important.

I think that some of the programs that the director was talking about are preparing students much better at the college level for employment.

Mr. LEHMAN. One of the statements made in either Newsweek or Time, along those lines, last week, was: "You find me a Black woman electrical engineer, and graduated from MIT, and I can find her 10 jobs quickly."

Mr. **Becker.** That certainly would be true.

Mr. **Eckberg.** I think the Commission papers that we will submit to your committee go into a great deal of the problems that are being faced by the liberal arts graduates in particular.

We address ourselves to certain challenges, not only to our constituency——

Mr. **Lehman.** I was thinking more in terms of action programs in relation to your placement.

Mr. **Eckberg.** I am glad you raised that point. The college placement council, a number of years ago, fostered and founded an organization. This organization has, over the past 10 years, engaged in visitation programs and professional programs to develop ongoing career planning and placement services in the predominantly Black institutions in this Nation.

In addition, each of us in our own offices, and working in very close contact with employers, are trying to respond to the needs, and at the same time bring to our students, our men and women, particularly women today, the options open to them.

I think that our men and women must know these options, and this is where our jobs comes in, to help them to understand where they are. One advantage is that we are at the scene, attempting to respond to that.

Mr. **Lehman.** What you are trying to say is that you have a tough problem, and this is part of the problem that you have to deal with.

Mr. **Eckberg.** This is one of the problems.

Mr. **Lehman.** I want to thank this panel for coming in.

Does Mr. Goodling have any questions?

Mr. **Goodling.** I have no questions.

Mr. **Lehman.** We are very happy that you were able to come here. I think it is very interesting to read that 20 percent of the people that you are graduating now already have a job.

Mr. **Eckberg.** In your own State of Florida, a great deal is being done. I have been in contact during the recent weeks with a number of representatives from the State of Florida, and a great deal is occurring, addressing itself to the problems that we have outlined in our position paper.

These are a few copies I have on the liberal arts position paper, and we have a copy of the most recent monograph on career research of college graduates and their employers, a national study, and it represents a considerable number of students, something like 10,000 students, and what has happened to them over the years.

Mr. **Lehman.** I would like to have it, Mr. Eckberg. Thank you very much.

The committee is now in recess until the call of the chair.

[Whereupon, at 10:15 a.m., the committee adjourned, to reconvene at the call of the chair.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, MAY 14, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
of the Committee on Education and Labor
Washington, D.C.

The subcommittee met in room 2175, Rayburn House Office Building, at 9:30 a.m., Representative Ronald Mottl (acting chairman) presiding:

Members present: Representatives Perkins, Meeds, Lehman, Miller, Mottl, Quie, and Goodling.

Staff members present: John Jennings, majority counsel, and Charles Radcliffe, minority counsel.

Mr. Mottl. The Subcommittee on Elementary, Secondary, and Vocational Education will now be convened.

[Text of H.R. 6251 follows:]

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94th CONGRESS
1st Session

H. R. 6251

IN THE HOUSE OF REPRESENTATIVES

April 22, 1975

Mr. Quie (by request) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To consolidate existing authorities under the Vocational Education Act of 1963 in order to create a more efficient mechanism for Federal assistance to States for vocational education.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Vocational Education Act of 1975".

TITLE I—GENERAL PROVISIONS

PURPOSE

Sec. 101. It is the purpose of this Act to provide financial assistance to States and other public and private agencies and institutions to assist them—

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(1) to operate and improve existing programs of vocational education;

(2) to develop new programs of vocational education;

(3) to provide vocational guidance, counseling, and placement; and

(4) to provide part-time employment for those who need such financial assistance in order to undertake or continue participation in programs eligible for assistance under this Act—

so that anyone, including persons with special needs, and regardless of place of residence or level of educational attainment, may prepare for employment or for advanced higher level vocational instruction or acquire new occupational proficiencies through ready access to high quality vocational education programs and services.

AUTHORIZATION OF APPROPRIATIONS

SEC. 102. There are authorized to be appropriated for the fiscal year ending June 30, 1976, and each of the four succeeding fiscal years, $4,316,000 to carry out the purpose of section 106 (f), $358,690,000 to carry out the purposes of title III, and $160,000,000 to carry out the purposes of title IV.

STATE ADMINISTRATION

SEC. 103. (a) Any State desiring to participate in the programs authorized by this Act shall, consistent with State law, designate or establish a State board or agency (hereinafter referred to as the "State board") which will be the sole State agency responsible for the administration of such programs. The responsibility of the State board shall include development of policy with respect to such programs, development and submission to the Commissioner of the annual and long-range plans required by title II, and consultation with the State Advisory Council for Vocational Education and other appropriate State planning agencies as required by section 202. Except with respect to those functions set forth in the preceding sentence, the State board may delegate its responsibilities for operating and supervising vocational education programs to other appropriate State agencies.

(b) In administering programs authorized under this Act, the State board shall adopt procedures which will provide an opportunity for local educational agencies and institutions involved in the provision of vocational education (including groups of such institutions) to appeal and obtain a hearing from the State board with respect to policies, procedures, programs, and allocation of resources under this Act.

ALLOTMENTS AMONG STATES

SEC. 104. (a) From the amounts appropriated for any fiscal year pursuant to section 102 for the purposes of title III and from 50 per centum of the amount appropriated for such year for the purpose of title IV, the Commissioner shall allot to each State for each fiscal year—

(1) an amount which bears the same ratio to 50 per centum of the sums being alloted, as the product of the population aged fifteen to nineteen, inclusive, in the State in the preceding fiscal year and the State's allotment ratio bears to the sum of the corresponding products for all the States; plus

(2) an amount which bears the same ratio to 20 per centum of the sums being allotted, as the product of the population aged twenty to twenty-four, inclusive, in the State in the preceding fiscal year and the State's allotment ratio bears to the sum of the corresponding products for all the States; plus

(3) an amount which bears the same ratio to 15 per centum of the sums being allotted, as the product of the population aged twenty-five to sixty-five, inclusive, in the State in the preceding fiscal year and the State's

allotment ratio bears to the sum of the corresponding products for all the States; plus

(4) an amount which bears the same ratio to 15 per centum of the sums being allotted, as the sum of the amounts allotted to the State under subaparagraphs (1), (2), and (3) for such years bears to the sum of the amounts allotted to all the States under paragraphs (1), (2), and (3) for such year.

(b) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year or the succeeding fiscal year for carrying out the program for which such amount has been allotted shall be available, from time to time, for reallotment, on such dates during such year as the Commissioner shall fix, on the basis of criteria established by regulation, first among other programs authorized by this Act within that State and then among other States, except that funds appropriated for the purposes of title IV may only be reallotted for the uses set forth in that title. Any amount reallotted to a State under this subsection for any fiscal year shall remain available for obligation during the succeeding fiscal year and shall be deemed to be part of its allotment for the year in which it is obligated.

(c) (1) The allotment ratio for any State shall be 1.00 less the product of—

(A) 0.50, and

(B) the quotient obtained by dividing the per capita income for the State by the per capita income for all the States (exclusive of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands), except that (i) the allotment ratio in no case shall be more than 0.60 or less than 0.40, and (ii) the allotment ratio for Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands shall be 0.60.

(2) The allotment ratios shall be promulgated by the Commissioner for each fiscal year between October 1 and December 31 of the preceding fiscal year. Allotment ratios shall be computed on the basis of the average of the appropriate per capita incomes for the three most recent consecutive fiscal years for which satisfactory data are available.

(3) The term "per capita income" means, with respect to a fiscal year, the total personal income in the calendar year ending in such year, divided by the population of the area concerned in such year.

(4) For the purposes of this section population shall be determined by the Commissioner on the basis of the latest estimates available to him.

NATIONAL ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

SEC. 105. (a) The National Advisory Council for Vocational Education (hereinafter referred to as the "National Council") established pursuant to section 104(a) of the Vocational Education Act of 1963 shall continue to exist during the period for which appropriations are authorized under this Act. Individuals who are members of the Council on the date of the enactment of this Act may continue to serve for the terms for which they were appointed. Members appointed to succeed such individuals shall be appointed by the President for terms of three years. The Council shall consist of not more than twenty-one members each of whom shall be designated as representing one of the categories set forth in the following sentence. The Council shall include persons—

(1) representative of labor and management, including persons who have knowledge of the semiskilled, skilled, and technical employment in the labor market;

(2) representative of new and emerging occupational fields;

(3) in the field of career guidance and counseling;

(4) familiar with labor market problems and administration of employment programs;

(5) knowledgeable about the administration of

State and local vocational education programs, including members of local school boards and private institutions;

(6) experienced in the education and training of handicapped individuals;

(7) familiar with the unique problems of individuals disadvantaged by their socioeconomic backgrounds;

(8) experienced in the education and training of individuals of limited English-speaking ability who require bilingual vocational training;

(9) having special knowledge of postsecondary vocational education programs; and

(10) representing the National Commission for Manpower Policy created pursuant to title V of the Comprehensive Employment and Training Act of 1973; and

(11) representative of the general public (including parents and students)—

(A) who are not representative of categories (1) through (10),

(B) fifty per centum of whom are not Federal employees, and

(C) who constitute no less than one-third of the total membership of the Council.

In appointing the National Council, the President shall insure that there is appropriate representation of both

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sexes, racial and ethnic minorities, and the various geographic regions of the country.

(b) (1) The National Council shall meet at the call of the Chairman, who shall be selected by the President, but not less than four times a year.

(2) The National Council shall—

(A) advise the Commissioner with regard to general policy matters relating to vocational education, including the administration of, preparation of regulations for, and operation of, vocational education programs supported with assistance under this Act;

(B) review the administration and operation of vocational education programs under this Act (including the effectiveness of such programs in meeting the purposes for which they are established and operated), make recommendations with respect thereto, and make annual reports of its findings and recommendations (including recommendations for changes in the provisions of the Act) to the Secretary for transmittal to the Congress;.

(C) make such interim reports or recommendations to the Secretary, the Commissioner of Education, or to the heads of other Federal departments and agencies as it may deem desirable;

(D) identify, after consultation with the National Commission for Manpower Policy, the vocational education needs of the Nation and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs;

(E) conduct such studies, hearings, or other activities as it deems necessary to enable it to formulate appropriate recommendations;

(F) examine and evaluate the effectiveness of any federally assisted vocational education programs (including those assisted under this Act), with particular reference to the contributions of such programs to the achievement of objectives sought by the recommendations under clause (B) of this paragraph; and

(G) conduct independent evaluations of programs carried out under this Act and publish and distribute the results thereof.

(c) Members of the National Council who are not regular full-time employees of the United States shall, while serving on business of the National Council, be entitled to receive compensation in accordance with section 444 of the General Education Provisions Act.

(d) The Council, in accordance with the provisions of title 5, United States Code, governing appointment and compensation of members of the Federal Government, is authorized to appoint such professional, technical, and clerical personnel as may be necessary to carry out its functions.

STATE ADVISORY COUNCILS FOR VOCATIONAL EDUCATION

SEC. 106. (a) Any State which desires to receive a grant under this Act for any fiscal year shall establish an independent State advisory council for vocational education (hereinafter referred to as the "State council") whose members shall be representative of both government and nongovernmental interests. Members of the State council shall be appointed by the Governor or, in the case of States in which the members of the State board of education are elected, by such board. The State council shall include as members a person or persons—

(1) representative of, and familiar with the vocational needs and problems of, management and labor;

(2) representing State industrial and economic development agencies;

(3) representative of community and junior colleges;

(4) representative of other institutions of higher education, area vocational schools, technical institutes, and postsecondary agencies or institutions, which provide

programs of vocational or technical education and training;

(5) responsible for the operation at the local or State level of community colleges having vocational or technical programs;

(6) familiar with vocational teacher education programs;

(7) familiar with the administration of State and local vocational education programs;

(8) having special knowledge, experience, or qualifications with respect to vocational education but who are not involved in the administration of State or local vocational education programs;

(9) familiar with public programs of vocational education in comprehensive secondary schools;

(10) familiar with private programs of vocational education;

(11) familiar with career guidance and counseling services;

(12) representative of local educational agencies operating comprehensive secondary schools;

(13) representative of local school boards;

(14) representative of the public manpower agency (employment service) in the State;

(15) representative of the Manpower Services Council of the State;

(16) representing school systems with large concentrations of persons who have special academic, bilingual, social, economical, and cultural needs;

(17) having special knowledge, experience, or qualifications with respect to the special educational needs of physically or mentally handicapped persons;

(18) representative of the general public, including a person or persons representative of and knowledgeable about the poor and disadvantaged; and

(19) representative of vocational education students who are not qualified for membership under any of the preceding clauses of this paragraph.

Members of the State council may not represent more than one of the above-specified categories. In appointing the State council, the Governor or the State board of education (as the case may be) shall insure that there is appropriate representation of both sexes, racial and ethnic minorities, and the various geographic regions of the State.

(b) The functions of the State council shall be to—

(1) advise the State board in the development of the annual and forward State plans for vocational education;

(2) advise the State board on policy matters arising in the administration of programs under the State plan, including the preparation of long-range and annual program plans;

(3) evaluate vocational education programs, services, and activities assisted under this Act and publish and distribute the results thereof;

(4) prepare and submit through the State board to the Commissioner of Education, the Governor or chief executive officer of the State, and the National Council an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (A) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the measurable program objectives set forth in the annual program plan, and (B) recommends such changes in those programs, services, and activities as may be warranted by the evaluations; and

(5) assist the State board in encouraging the development and installation of local program planning, including the establishment of local planning committees, councils, or groups broadly representative of the community that will participate in the development of local or area plans and make recommendations to the State board for use in developing the State plan.

(c) Not less than ninety days prior to the beginning of any fiscal year in which a State desires to receive a grant under this Act, that State shall certify the establishment of, and membership of, its State council to the Commissioner.

(d) Each State council shall meet within thirty days after certification has been accepted by the Commissioner and select from among its membership a chairman. The time, place and manner of meeting shall be as provided by the rules of the State council, except that such rules must provide for not less than one public meeting each year at which the public is given opportunity to express views concerning vocational education.

(e) State councils are authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable them to carry out their functions under this title and to contract for such services as may be necessary to enable them to carry out their evaluation functions.

(f) From the sums appropriated for any fiscal year pursuant to section 102, the Commissioner is authorized to pay to each State advisory council an amount equal to the reasonable amounts expended by it in carrying out its functions under this Act in such fiscal year, except that the amount available for such purpose for any State for any fiscal year shall not exceed one per centum of the amount allotted to the State under section 104, but such amount shall not exceed $150,000 and shall not be less than $50,000.

LIMITATIONS ON PAYMENTS

SEC. 107. (a) Nothing contained in this Act shall be construed to authorize the making of any payment under this Act for religious worship or instruction, or for the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship.

(b) Funds appropriated pursuant to this Act may be used for residential vocational education schools only to the extent that the operation of such schools is consistent with general regulations of the Commissioner concerning the operation of such schools, but in no case may juveniles be assigned to such schools as the result of their delinquent conduct.

DEFINITIONS

SEC. 108. For the purposes of this Act—

(1) the term "area vocational technical school" means—

(A) a specialized high school used exclusively or principally for the provision of vocational education to persons who are available for study in preparation for entering employment, or

(B) the department of a high school exclusively or principally used for providing vocational education in no less than five different occupational fields to persons who are available for study in preparation for entering employment, or

(C) a vocational or technical school and exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for study in preparation for entering employment, or

(D) the department or division of a junior college or community college or university which provides vocational education in no less than five different occupational fields, operating under the policies of the State board, leading to immediate employment or to homemaking but not necessarily leading to a baccalaureate degree,

if it is available to all residents of the State or an area of the State designated and approved by the State board, and if, in the case of a school, department, or division described in clauses (C) or (D) of this paragraph, it admits as regular students both persons who have completed high school and persons who have left high school;

(2) the term "Commissioner" means the United States Commissioner of Education, and the term "Secretary" means the Secretary of Health, Education, and Welfare;

(3) the term "community college" means any junior college, postsecondary vocational school, technical institute, or any other educational institution (which may include a four-year institution of higher education or a branch thereof) in any State which—

(A) is legally authorized within such State to provide a program of education beyond secondary education;

(B) admits as regular students persons who are high school graduates or the equivalent, or who are beyond compulsory school age;

(C) provides a two-year postsecondary educational program leading to an associate degree, or acceptable for credit toward a bachelor's degree, and also provides programs of postsecondary vocational, technical, occupational, and specialized education;

(D) is a public or other nonprofit private institution;

(E) is accredited as an institution by a nationally recognized accrediting agency or association, or if not so accredited—

(i) is an institution that has obtained recognized preaccreditation status from a nationally recognized accrediting body,

(ii) is an institution whose credits are accepted on transfer, by not less than three accredited institutions, for credit on the same basis as if transferred from an institution so accredited, or

(iii) is approved by the State board;

(4) the term "industrial arts education programs" means those education programs (A) which pertain to the body of related subject matter, or related courses, organized for the development of understanding about the technical, consumer, occupational, recreational, organizational, managerial, social, historical, and cultural aspects of industry and technology including learning experiences involving activities such as experimenting, designing, constructing, evaluating, and using tools, machines, materials, and processes which provide opportunities for creativity and problem solving and assisting individuals in the making of informed and meaningful occupational choices, and (B) which the State board determines will accomplish or facilitate one or more of the purposes of the Act;

(5) the term "local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political sub-

division in a State, or any other public educational institution or agency having administrative control and direction of a vocational education program;

(6) the term "nonpublic school" or "nonprofit private school" means a school established by an individual, institution, or agency other than the State, subdivisions of the State, or the Federal Government, which is supported primarily by other than public funds, and the responsibility for the operation of whose program rests with other than publicly elected or appointed officials;

(7) the term "operation" used for the purpose of a residential school facility includes maintenance costs, the cost of salaries, equipment, supplies, and materials, and may include but is not limited to other reasonable costs of services and supplies needed by residential students;

(8) the term "persons with special needs" means persons who are or have been adversely affected by physical, mental, academic, socioeconomic, geographic or other factors and conditions and who require special supportive, educational, or guidance assistance in order to benefit from vocational education programs and services;

(9) the term "private vocational training institu-

tion" means a business or trade school, or technical institution or other technical or vocational school, in any State, which (A) admits as regular students only persons who have completed or left elementary or secondary school and who have the ability to benefit from the training offered by such institution; (B) is legally authorized to provide, and provides within that State, a program of vocational or technical education designed to fit individuals for useful employment in recognized occupations, including homemaking; (C) has been in existence for two years or has been specially accredited by the Commissioner as an institution meeting the other requirements of this subsection; and (D) is accredited (i) by a nationally recognized accrediting agency or association listed by the Commissioner pursuant to this clause, or (ii) if the Commissioner determines that there is no nationally recognized accrediting agency or association qualified to accredit schools or a particular category, by a State agency listed by the Commissioner pursuant to this clause, or (iii) if the Commissioner determines that there is no nationally recognized or State agency or association qualified to accredit schools of a particular category, by an advisory committee appointed by him and composed of persons specially qualified to evaluate training provided by schools of that category, which committee shall prescribe the standards of content, scope, and quality which must be met by those schools and shall also determine whether particular schools meet those standards. For the purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations and State agencies which he determines to be reliable authority as to the quality of education or training afforded;

(10) the term "secondary vocational education" means the level of education or training for students in grades seven to twelve, inclusive;

(11) the term "State" includes, in addition to the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands;

(12) the term "vocational education" means vocational, technical, or occupational training or retraining which is provided in public or private secondary or post-secondary institutions or classes, at the work site, or under other innovative arrangements (including field, laboratory work, work experience, and remedial or related instruction incident thereto, and activities sponsored by recognized vocational student organizations)

under public supervision and control or under contract with a State board or local education agency and which is designed (A) to prepare individuals at the secondary or postsecondary level for employment as semiskilled or skilled workers, as homemakers, technicians, or subprofessionals in recognized occupations and new and emerging occupations, or (B) to increase the occupational proficiency of individuals, or (C) to prepare individuals for enrollment in advanced specialized vocational or technical education programs, except those which require a baccalaureate or higher degree; and such term includes various supporting services required to maintain and operate effective programs for all persons (including those with special needs), such as professional preparation; inservice education; administration; curriculum development and dissemination of related information; work experience education arrangements; job placement; vocational home economics education (consumer and homemaking education and occupational home economics education); prevocational education in such programs as industrial arts; guidance and counseling; programs for training public-service volunteers; vocational research and demonstration programs; travel of vocational education personnel and students while engaged in a training program; activities of vocational student youth organizations when their activities are an integral part of the vocational instructional program; the acquisition, maintenance and repair of instructional supplies, teaching aids, and equipment; and the equipping and operating of residential vocational schools; and

(13) the term "work study" means programs which arrange for employment necessary to assist needy students (including those who are accepted for enrollment) to become or remain enrolled in vocational education programs, including programs arranged by a school through public employers to compensate full-time vocational education students, who are financially needy, with public funds for performing work assignments, the earnings from which will facilitate school retention and enable participating students to complete a job preparatory training program.

EFFECTIVE DATE; REPEALER

SEC. 109. (a) This Act shall become effective on July 1, 1975.

(b) The Vocational Education Act of 1963, the Vocational Education Amendments of 1968, and part F of the Education Professions Development Act are repealed, effective on and after July 1, 1975.

(c) (1) Funds granted to a State from appropriations for the fiscal year ending June 30, 1975, for parts B, F, G, and H of the Vocational Education Act of 1963 which are not obligated and expended by the State by that date, and which thereby are available for expenditure during the fiscal year ending June 30, 1976, pursuant to section 412(b) of the General Education Provisions Act, shall be available for use by the State in carrying out programs described in title III of this Act during the fiscal year ending June 30, 1976.

(2) Funds granted to a State from appropriations for the fiscal year ending June 30, 1975, for parts C and D of the Vocational Education Act of 1963 which are not obligated and expended by the State by that date, and which thereby are available for expenditure during the fiscal year ending June 30, 1976, pursuant to section 412(b) of the General Education Provisions Act, shall be available for use by the State in carrying out projects and activities which meet the requirements of section 403 of this Act during the fiscal year ending June 30, 1976.

(d) Funds appropriated by the first section of the Smith-Hughes Act (that is the Act approved February 23, 1917 (39 Stat. 929, as amended; 20 U.S.C. 11–15, 16–28), shall be considered as funds appropriated pursuant to section 102 of this Act for the purposes of title III of this Act.

TITLE II—PROGRAM PLANNING

ANNUAL ASSESSMENT OF NATIONAL VOCATIONAL EDUCATION NEEDS AND PRIORITIES

SEC. 201. (a) The Commissioner shall annually conduct an assessment of the status of vocational educational in the Nation in order to ascertain the critical national needs and high national priorities in the field of vocational education. In conducting that assessment, the Commissioner shall consult with and consider the recommendations of the National Advisory Council on Vocational Education. The results of that assessment shall be published in the Federal Register not later than March 31, 1976, and not later than March 31 of each of the four succeeding years.

(b) The Secretary of Labor shall provide information on National, regional, State, and local manpower needs for the use of the Commissioner, other Federal, State, and local officials, and advisory councils charged with responsibilities under this Act.

FORWARD PLAN

SEC. 202. (a) Any State desiring to participate in programs authorized under this Act for any fiscal year, other than the fiscal year ending June 30, 1976, shall prepare, through its State board, a five-year forward plan for vocational education in the State. Such plan meets the requirements of this section if it—

(1) is prepared in consultation with the State advisory council for that State and other appropriate State planning agencies;

(2) provides a long-range assessment of the vocational education needs of the State and establishes long-range program objectives which relate to those needs;

(3) considers the requirements of persons with special needs for vocational education opportunities and provides long-range program objectives designed to meet those requirements; and

(4) provides for the involvement of other appropriate public and private agencies, organizations and institutions in the development of the plan.

(b) The State five-year forward plan shall be submitted to the Commissioner not later than June 30, 1976, and shall, if necessary, be updated in conjunction with the preparation of the annual program plan required by section 203.

ANNUAL PROGRAM PLAN

SEC. 203. (a) Each State desiring to participate in programs authorized by this Act for any fiscal year shall submit to the Commissioner at such time and in such detail as he deems necessary an annual program plan for vocational education (hereinafter referred to as the "annual program plan"). Such plan shall be submitted in accordance with the procedures set forth in section 434 (b) of the General Education Provisions Act, if applicable.

(b) The Commissioner shall approve the annual program plan submitted by a State if he determines that the plan—

(1) has been prepared in consultation with the State advisory council for that State and other appropriate public and private agencies, organizations, and institutions;

(2) has been submitted only after the State board (A) has given reasonable notice, and afforded a reasonable opportunity for a public hearing, and (B) has implemented policies and procedures to insure that copies of the State plan and all statements of general policies, rules, regulations, and procedures issued by the State board concerning the administration of such plan will be made reasonably available to the public;

(3) describes the present vocational education needs of the State in terms of the purposes of this Act, and sets forth a program of vocational education objectives which affords satisfactory assurance of substantial progress toward meeting the vocational education needs of students and the labor force in the State;

(4) indicates how and to what extent programs, services, and activities to be carried out under the an-

nual program plan during the year will (A) address the critical national needs and priorities for vocational education as assessed by the Commissioner pursuant to section 201, and (B) carry out the objectives set forth in the State's five-year forward plan for vocational education developed pursuant to section 202;

(5) sets forth a detailed plan for the use of funds made available to the State under title IV of this Act, including a description of each research, innovative, and demonstration project and activity to be carried out under that title, and describes the means by which the State intends to incorporate successful and promising projects, practices, and activities developed under that title into the basic program of vocational education in the State;

(6) provides an assessment of Federal, State, and local resources available to meet the vocational education needs of the State and describes how those resources are to be fully utilized in carrying out the annual program plan during the year for which funds are sought under this Act;

(7) provides an assurance that—

(A) not less than 25 per centum of the amount allotted to the State under section 104(a) for any fiscal year for the purposes of title III, and not less than 25 per centum of the amount so allotted for the purposes of section 402 will be used to provide vocational education services for persons with special needs, as defined in section 108(8), and

(B) for any fiscal year beginning after September 30, 1976, not less than 25 per centum of the aggregate of the non-Federal contributions required to be made for programs, projects, and activities funded under title III of this Act will be used to provide vocational education services for such persons;

(8) sets forth in detail the policies and procedures to be followed by the State in the distribution of funds to local educational agencies in the State for the programs, services, and activities authorized by this Act, which policies and procedures assure that—

(A) due consideration will be given to the results of periodic evaluations of State and local vocational education programs, services, and activities in the light of information regarding current and projected manpower needs and job opportunities, particularly new and emerging needs and opportunities on the local, State, and National levels.

(B) due consideration will be given to the relative vocational education needs of all population groups in all geographic areas and communities in the State,

(C) due consideration will be given to the relative ability of particular local educational agencies within the State, particularly those in economically depressed areas and those with high rates of unemployment, to provide the resources necessary to meet the vocational education needs in the areas or communities served by such agencies,

(D) due consideration will be given to the cost of the programs, services, and activities provided by local educational agencies which is in excess of the cost which may be normally attributed to the cost of education in such local educational agencies,

(E) funds made available under this Act will not be allocated to local educational agencies in a manner, such as the matching of local expenditures at a percentage ratio uniform throughout the State, which fails to take into consideration the criteria set forth in paragraphs (A), (B), (C), and (D),

(F) applications from local educational agencies for funds—

(i) have been developed in consultation with representatives of the educational and training resources available to the area to be served by the applicant,

(ii) are designed to provide the persons to be served with education programs which will make substantial progress toward preparing such persons for a career,

(iii) include assurances of adequate planning to meet the vocational education needs of potential students in the area or community served by such agency,

(iv) include a plan, for meeting the vocational education needs in the area or community served by such agency, taking into account the relationship of the plan to the appropriate comprehensive manpower plan developed under section 105 of the Comprehensive Employment and Training Act of 1973, and

(v) indicate how, and to what extent the vocational education programs, services, and activities proposed in the application will meet the needs set forth pursuant to clause (iii) ; and

(G) no local educational agency which is making a reasonable tax effort, as defined by regulations, will be denied funds for the establishment of new vocational education programs solely because the local educational agency is unable to pay the non-Federal share of the cost of such new programs;

(9) takes into consideration the State comprehensive manpower plan developed pursuant to section 106 of the Comprehensive Employment and Training Act of 1973; and

(10) provides that any local educational agency dissatisfied with final action with respect to any application for funds under this Act shall be given reasonable notice and opportunity for a hearing.

(c) (1) The Commissioner shall not finally disapprove any plan submitted under subsection (a), or any modification thereof, without first affording the State board submitting the plan reasonable notice and opportunity for a hearing.

(2) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State board administering a State plan approved under subsection (b), finds that—

(A) the State plan has been so changed that it no longer complies with the provisions of subsection (b), or

(B) in the administration of the plan there is a failure to comply substantially with any such provision,

the Commissioner shall notify such State board that no further payments will be made to the State under this title (or, in his discretion, further payments to the State will be limited to programs under or portions of the State plan not affected by such failure) until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, the Commissioner shall make no further payments to such State under this title (or shall limit payments to programs under or portions of the State plan not affected by such failure).

(3) A State board which is dissatisfied with a final action of the Commissioner under this subsection may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the

Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

(d) (1) If any local educational agency is dissatisfied with the final action of the State board with respect to approval of an application by that local agency for a grant pursuant to this Act, such local agency may, within sixty days after such final action or notice thereof, whichever is later, file with the United States court of appeals for the circuit in which the State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the State board. The State board thereupon shall file in the court the record of the proceedings on which the State board based its action as provided in section 2112 of title 28, United States Code.

(2) The findings of fact by the State board, if supported

by substantial evidence shall be conclusive; but the court, for good cause shown, may remand the case to the State board to take further evidence, and the State board may thereupon make new or modified findings of fact and may modify its previous action, and shall certify to the court the record of the further proceedings.

(3) The court shall have jurisdiction to affirm the action of the State board or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

AVAILABILITY OF FUNDS FOR PLANNING ACTIVITIES

SEC. 204. Funds granted to a State under title III of this Act for any fiscal year may be used by the State board for the following activities in addition to the activities authorized by that title:

(1) development of forward and annual program plans;

(2) planning for innovative projects and activities to be carried out in succeeding years under title IV; and

(3) planning for the integration of successful innovative projects and activities into the State's basic program of vocational education.

TITLE III—VOCATIONAL EDUCATION PROGRAMS AND SERVICES

AUTHORIZATION OF GRANTS

SEC. 301. From the sums allotted to each State for the purposes of this title for any fiscal year pursuant to section 104, the Commissioner is authorized to make grants to States to assist them in establishing and carrying out vocational education programs and services designed to provide individuals in all communities in the States with readily available high quality vocational education. Grants to States under this title shall not exceed 40 per centum of the expenditures incurred in carrying out the annual program plan in such fiscal year with respect to the purposes of this title, except that in the case of the Trust Territory of the Pacific Islands and American Samoa, such amount shall not exceed 100 per centum of such expenditures.

PROGRAMS

SEC. 302. Grants to States under this title may be used in accordance with an approved annual program plan for the following programs:

(1) vocational-technical programs of instruction, including the development, installation, and operation of programs of vocational education in public or private secondary and postsecondary institutions which are

designed to prepare students for a wide variety of occupations, including homemaking and home economics occupations. Such programs may include those designed—

(A) to prepare students for immediate entry into employment;

(B) to prepare students to continue in an advanced occupational, vocational, or technical program;

(C) to provide those who have completed or left school with new or additional occupational proficiencies;

(D) to enable those who have entered the labor market to increase their occupational proficiencies in order to enter a new field of employment or to improve their advancement opportunities in their present field of employment;

(E) to enable the unemployed to become employable through the development of skills and technical knowledge; and

(F) to provide bilingual vocational education to students who require such instruction in order to benefit from vocational education;

(2) work experience program, including programs of instruction which require employment, placement in

a job, or participation in other activities on the premises of an employer for observation, instruction, work, or work-related experiences. Programs authorized under this paragraph include cooperative or similar instructional programs in which the student has a school-approved involvement with an employer, the terms of which may be intermittent, part time, or on an alternating schedule with other school activities and programs. Such programs may also include—

(A) training personnel to establish, coordinate, and supervise work experience programs;

(B) the provision of student instruction related to the work experience;

(C) the reimbursement of employers for necessary additional costs incurred in providing training through work experience;

(D) payment of costs for services such as transportation of students or other unusual costs that students may not reasonably be expected to assume while enrolled in such a program;

(E) the establishment of necessary procedures for cooperation with public and private employment agencies, labor groups, employers, and other community agencies in identifying suitable jobs for enrollees in work experience programs;

(F) the development of curriculum materials; and

(G) placement and followup activities required to ascertain the impact of the program on the student, the area labor market, and the economy;

(3) vocational education personnel development and training, including—

(A) the development and maintenance of programs for the improvement of the professional vocational education competence of counselors, guidance personnel, teachers, supervisors, researchers, and administrators in public and cooperating private schools, institutions, and State and local educational agencies;

(B) programs designed to update the competencies of such persons in vocational education, vocational student activities, and other related activities through exchanges of personnel, short-term institutes and seminars, and field trips and related travel;

(C) inservice teacher and professional personnel development; and

(D) programs to improve the quality and effectiveness of vocational instruction through the installation of new curriculum schemes, materials, and bilingual vocational instruction; and

(4) implementation of projects and activities previously supported under title IV of this Act and which have proved to be effective in meeting the vocational education needs of the State.

VOCATIONAL EDUCATION SERVICES

SEC. 303. In order to provide vocational education programs which are comprehensive and of high quality and which make the best utilization of all available resources for meeting the vocational education needs of the State, grants to a State under this title may be used to provide the following services related to vocational education:

(1) vocational guidance and counseling, including—

(A) the provision of information, exploration, and career assessment counseling activities and services to assist all individuals with an interest in the vocational curriculum in their occupational and educational planning and in arranging for necessary educational experiences which will help achieve their career goals;

(B) the development of materials for student, teacher, and counselor use in relating educational and occupational requirements and opportunities; and

(C) providing opportunities for employers to visit educational settings and for young persons and adults to visit the premises of employers for the purpose of observation and exploration of educational and occupational opportunities and conditions;

(2) the provision of vocational education opportunities for individuals in private vocational training institutions through arrangements with State and local educational agencies;

(3) equipping, maintaining, and operating area vocational technical schools and residential facilities;

(4) administering, supervising, planning, and evaluating of vocational education programs;

(5) acquiring, analyzing, and disseminating data related to vocational education;

(6) exchanging personnel between schools, and other agencies, institutions, and organizations participating in activities to achieve the purposes of this Act, including manpower agencies, business, and industry;

(7) use of diversified media and other techniques of student, parent, and citizen involvement to improve or provide high quality programs and services in vocational education;

(8) operation by schools of business activities in connection with vocational instructional programs when required to increase the availability and quality of such instruction;

(9) placement and follow-up of vocational education graduates;

(10) maintenance and operation of industrial arts courses when the State agency determines that such instruction will accomplish or facilitate one or more of the purposes of this Act; and

(11) work-study programs operated by a local educational agency or other public agency or institution: *Provided,* That students employed in work-study programs financed in whole or in part under this Act shall not by reason of such employment be deemed to be employees of the United States for any purpose.

TITLE IV—GRANTS FOR RESEARCH, INNOVATION, AND DEMONSTRATION

PURPOSE

SEC. 401. It is the purpose of this title to authorize the Commissioner to make grants to States and to public and private agencies, organizations, and institutions in order to encourage (1) research into problems relating to vocational education, (2) development of innovative means of meeting the needs of the State and the Nation with respect to vocational education, and (3) demonstration of promising new projects and activities in vocational education.

GRANTS TO STATES

SEC. 402. From the sums allotted to each State for the purposes of this title pursuant to section 104, the Commissioner is authorized to make grants to such State to pay all or part of the cost of carrying out innovative projects and activities, described in the annual program plan of the State, which would carry out the purposes set forth in section 401 and which meet the requirements of section 403.

REQUIREMENTS FOR USE OF FUNDS

SEC. 403. (a) Financial assistance provided to a State under section 402 may be used for—

(1) research in vocational education;

(2) experimental, developmental, and pilot programs and projects designed to test the effectiveness of such research findings;

(3) demonstration and dissemination of innovative means of meeting vocational education needs;

(4) development of new vocational education curriculums;

(5) establishment of cooperative arrangements for training and retraining of vocational education personnel; and

(6) evaluation of projects funded in whole or in part under this title.

(b) Projects and activities assisted under this title must be directed toward meeting one or more of the long-range vocational education needs of the State identified in the five-year forward plan of the State prepared pursuant to section 202, and—

(1) one or more of the critical national needs or high national priorities identified by the Commissioner in his annual assessment of vocational education needs of the Nation published pursuant to section 201; or

(2) one or more of the following objectives:

(A) the development of high quality vocational education programs for urban centers with high concentrations of economically disadvantaged individuals, unskilled workers, and unemployed individuals;

(B) the development of training opportunities for individuals in rural areas and individuals moving from farms to urban areas;

(C) the establishment of guidance and placement centers;

(D) the development and carrying out of

vocational education programs for persons with special needs;

(E) the correction of sex-role stereotyping in training and employment opportunities;

(F) meeting the training, counseling, and placement needs of unemployed youths and adults;

(G) correlating the provision of vocational education opportunities to the current and projected needs of the labor market; or

(H) developing and carrying out bilingual vocational education programs.

(c) (1) In order to insure the funds provided under this title are used only to support innovative projects and activities, funds provided under this title may be used only to pay the cost of the first three years of any such project or activity, except that projects or activities of national significance funded under section 404 may be supported for a fourth year under section 402 if the State board determines that continuation of the project or activity for an additional year would serve to carry out the purposes of this title.

(2) The annual program plan submitted pursuant to section 203 shall set forth the expected amount and duration of Federal financial participation in projects and activities to be conducted under this title. The annual program plan covering the final year of financial support for any such proj-

ect or activity shall indicate the proposed disposition of the project or activity following the cessation of Federal support and the means by which successful or promising projects or activities will be continued or replicated within the State.

(d) Funds provided to a State under this title—

(1) shall be used only to pay for the operation and evaluation of projects and activities described in the annual program plan, and shall not be available to meet the administrative expenses (as defined by the Commissioner pursuant to regulations) of the State board, and

(2) may not be used for construction, other than minor remodeling or alteration of existing structures and the acquisition, installation, modernization, or replacement of equipment necessary to carry out such project or activity.

(e) Funds provided to a State under this title may not be made available to support a project or activity unless the State board determines that adequate provision has been made to evaluate the effectiveness of such project or activity in achieving the purposes of this title and in meeting one or more of the vocational education needs or goals referred to in subsection (b).

(f) Projects assisted under this title may include such short-term training of personnel as may be necessary to implement an otherwise approvable project.

SPECIAL PROJECTS AND ACTIVITIES OF NATIONAL SIGNIFICANCE

SEC. 404. (a) From the amounts appropriated for the purposes of this title for any fiscal year, the Commissioner shall reserve an amount equal to 50 per centum of the amount so appropriated. The amount so reserved shall be used by the Commissioner to make grants to, or contracts with, public and private agencies, organizations, and institutions (including State boards and local educational agencies) to pay not more than the Federal share of the cost of carrying out vocational education projects or activities of national significance which hold promise of making a substantial contribution to meeting (1) one or more of the critical national needs or high national priorities identified by the Commissioner in his annual assessment of vocational education needs of the Nation conducted pursuant to section 201 (a) or (2) one or more of the objectives set forth in section 403 (b) (2). Financial assistance may be made available by the Commissioner under this section for any of the activities specified in section 403 (a). The Commissioner may also use funds reserved under this section in connection with the assessment of national vocational education needs and dissemination of the results of innovation projects and activities.

(b) The Federal share with respect to projects and activities funded under this section shall be determined by the Commissioner in accordance with a schedule of priorities established by him and published in the Federal Register not later than July 1 of each year. Such schedule shall provide a Federal share of not less than 75 per centum nor more than 100 per centum for the first year of projects and activities designed to meet each of the critical national needs or high national priorities established by the Commissioner pursuant to section 201 (a) and each of the objectives set forth in section 403 (b) (2). The schedule of priorities shall provide a Federal share of not less than 50 per centum nor more than 100 per centum for the second and third years of such projects and activities.

(c) A copy of each application for a grant or contract under this section shall be submitted by the applicant to the appropriate State board simultaneously with submission to the Commissioner. The Commissioner shall not approve such an application until the State board has had an opportunity, for a period of at least thirty days, to review and make comments to the Commissioner on the application.

Mr. MOTTL. Mr. Bell, we want to first apologize, the Chairman is on his way and will be a few minutes late. He is looking forward to hearing your testimony and asking some questions, and he will be here very shortly.

Our first lead-off witness is the Honorable T. H. Bell, U.S. Commissioner of Education.

STATEMENT OF HON. T. H. BELL, U.S. COMMISSIONER OF EDUCATION, ACCOMPANIED BY WILLIAM PIERCE, DEPUTY COMMISSIONER, BUREAU OF OCCUPATIONAL AND ADULT EDUCATION, OFFICE OF EDUCATION; CHARLES M. COOKE, JR., DEPUTY ASSISTANT SECRETARY FOR LEGISLATION—EDUCATION, DHEW; CHARLES H. BUZZELL, ASSOCIATION COMMISSIONER FOR ADULT, VOCATIONAL, TECHNICAL, AND MANPOWER EDUCATION, BUREAU OF OCCUPATIONAL AND ADULT EDUCATION, OFFICE OF EDUCATION

Dr. BELL. Thank you, Mr. Chairman.

We appreciate the opportunity you provided us to present the Administration's legislative proposal for vocational education, which is contained in H.R. 6251.

Vocational Education, as a viable and necessary alternative to young people in our Nation's secondary and postsecondary institutions, has grown until today the total expenditure at all levels exceeds $3 billion. This growth is the result of cooperation between Congress and the executive branch to support this important component of American education. By encouraging program development, while providing emphasis to special groups of people, such as the disadvantaged and handicapped, we have seen vocational education enrollments grow to more than 14 million students.

H.R. 6251, the Vocational Education Act of 1975, strives to maximize the success of past initiatives, while at the same time more sharply focusing Federal assistance for vocational education. Since the first vocational education legislation in 1917, Federal funds, while providing the catalyst for program growth and development, have also tended to become almost indistinguishable from State and local funds, especially at the local level. For example, over 40 percent of the available funds under part B of the present statute are used for long-term maintenance of existing programs. In some States the amount of Federal funds used for maintenance purposes exceeds 85 percent.

Our proposal more clearly defines the Federal role in vocational education by directing Federal assistance toward the provision of substantial incentives for the development of innovative approaches to achieving vocational education obectives, including new and emerging vocational education needs, while continuing assistance for State and local vocational education programs.

With the advice of local and State practitioners, we have developed a legislative proposal which addresses several goals, five in fact:

First: Continuation of support for basic vocational education programs presently provided under part B of the Vocational Education Act of 1963.

Second: The simplification of State and local administration of Federal vocational program funds.

Third: Placing an increased emphasis on meeting the vocational education requirements of individuals with special needs, such as the disadvantaged and the handicapped.

Fourth: Developing an adequate response to the concerns and programmatic weaknesses, including inadequate planning, addressed in the recent GAO Report entitled "What is the Role of Federal Assistance for Vocational Education?"

Fifth and finally: More sharply defining the catalytic role of Federal vocational education funds by limiting their availability for program maintenance and sharply increasing their availability for innovation, capacity building, program improvement, and new program development.

We believe this proposal substantially accomplishes all five goals and provides Congress with a clear and, we feel, appropriate alternative for its consideration.

Using the President's recommended figure of $530 million for fiscal 1976, our proposal contains the following provisions in four separate titles.

TITLE I—GENERAL PROVISIONS

Title I is the general provisions section of the bill and clearly delineates the purposes of the proposal.

In addition, title I retains the National Advisory Council, while strengthening the relationship between it and the National Commission for Manpower Policy established pursuant to title V of the Comprehensive Employment and Training Act of 1973 by requiring that one member of the National Advisory Council for Vocational Education represent the National Commission.

State advisory councils are retained with the postsecondary, private proprietary, counseling and youth representation strengthened. In addition, funds are authorized for these councils at the same level established in the Vocational Education Act of 1963.

Unlike some proposals before you which advocate dual administration of vocational education and which we strongly feel would promote reduced cooperation and limit coordinated planning at the State level, we have retained in title I the sole State agency concept. We have proposed, however, that the sole State agency, which is responsible for planning and coordination, be able to delegate operational and supervisory responsibilities to other appropriate State agencies.

For simplification, a single State allocation formula, patterned after the existing part B formula, is recommended for all funds which are allocated to the States under the provision of this bill. There are currently four different allocation formulas. We propose one.

Finally, because the administration feels that the further construction of facilities is a State and local responsibility, we are proposing that the approximately $35 million of Federal vocational education funds currently being expended for construction purposes be added to the improvement of vocational programs. State plan projections show a steadily reduced level of expenditures for construction. This suggests that the majority of the construction needs have been met. Consequently, we are recommending that the construction authority be dropped.

TITLE II—ANNUAL ASSESSMENT OF NATIONAL VOCATIONAL EDUCATION NEEDS AND PRIORITIES

The American labor market is one of the world's most flexible and dynamic. The ability to plan and conduct instructional programs and education experiences which prepare youth and adults for meaningful occupations within that labor market is one of the greatest continuing challenges to vocational education. Although planning has been a requirement under existing vocational education legislation, it must be strengthened at the Federal, State, and local levels in order to assist in making each person's occupational training compatible with occupational employment opportunities.

The GAO report referred to earlier supported our concern over the need for improved planning. Our legislative proposal not only requires a strengthened 5-year forward plan, developed in cooperation with other State planning and manpower agencies, but also requires an annual program plan which provides detailed descriptions of how all Federal funds will be spent. This description must show how the Federal funds will augment, supplement, and otherwise improve the current State vocational education program.

For the first time, the expenditure of Federal funds for carrying out these planning functions is explicitly authorized. Planning is important to program growth and development, and the States should be authorized to use funds appropriated under title III for this purpose.

To assure continued program development for disadvantaged and handicapped individuals, the State plan must show that at least 25 percent of the State's allotment under title IV will be used for programs directed toward the needs of these two groups.

Finally, to assist State and local educational agencies in their long-range planning responsibilities, our proposal requires that the commissioner of education annually conduct and publish for consideration by the States an assessment of critical national needs and high national priorities. Such critical national needs and high national priorities. Such an effort will allow States to begin to plan how they will respond to emerging needs before they become a program imperative. In short, the proposal greatly strengthens the State and local planning process.

TITLE III—VOCATIONAL EDUCATIONAL PROGRAMS AND SERVICES

As indicated earlier, one of our major goals was to simplify program administration at the State and local level. This can best be done by removing some of the specific authorizations in the existing statute, most of which relate to a type of delivery system, and consolidating the authorized expenditures and program purposes into as few parts as possible. Consequently, title III retains most of the provisions of the current law, with the exception of construction, which we discussed earlier, but removes all the mandated expenditure levels and the wide variety of existing matching fund provisions. Instead of stressing percentage set asides, with the exception of special needs students, or mandating specific expenditures for a particular group of institutions, our proposal stresses definable groups of people whose needs are not now being met. In short, the proposal concerns itself with human resource development, rather than institutional development. The specific way in which the human needs are met should, in our opinion, be the prerogative of State and local planners based upon the uniqueness of each State and each local institution.

In order to encourage additional State and local contribution to program operation, the matching ratio for title III is proposed at 40 percent Federal and 60 percent State and local, rather than the existing 50–50 percentage split.

TITLE IV—GRANTS FOR RESEARCH INNOVATION OR DEMONSTRATION

The Federal role for vocational education funds should be to improve the capacity of State and local educational agencies to meet the occupational education needs of their citizens. The Vocational Education Act of 1968 allocates only about 8 percent to those parts of the act which are devoted to innovation, demonstration, and program development. Title IV of H.R. 6251 provides that approximately one-third of the total appropriation be used for that purpose.

Fifty percent of the funds alloted under this title would, therefore, be granted to the States to meet needs set forth in the State 5-year program plan and one or more of the national critical needs or priorities established by the commissioner or one or more of the eight objectives listed in the bill which address areas of special and critical need.

The remaining 50 percent of the amount appropriated for the title would be used at the commissioner's discretion to enter into grants and contracts with public and private agencies, organizations and institutions in order to conduct research, development, demonstration, or teacher training activities. Hopefully, these projects will make substantial contributions to one or more of the annual priorities identified by the commissioner, or one or more of the eight critical objectives identified in H.R. 6251.

Mr. Chairman, we feel that it is time to break the traditional pattern of Federal, State, and local funding of vocational education in which the Federal role and contribution becomes indistinguishable from the State and local efforts and to embark on a new era in which the Federal role is more clearly defined, the resultant benefits from Federal funds are more visible, and the results more easily evaluated. In short, we need to better assure ourselves that Federal funds are making the impact that Congress intended. We feel this legislative proposal accomplishes those ends. We are attaching to the testimony a complete section-by-section analysis of our proposal for the record.

[Material referred to follows:]

SUMMARY OF THE VOCATIONAL EDUCATION ACT OF 1975

TITLE I—GENERAL PROVISIONS

Section 101 of the bill would state the purpose of the Act as being to provide a variety of vocational education programs and services designed to provide that anyone, regardless of educational attainment, may prepare for employment or enhance occupational proficiencies.

Section 102 of the bill would authorize the appropriation of a total of $523,000,000 to carry out the Act for the fiscal year ending June 30, 1976, and for each of the four succeeding fiscal years.

Section 103 requires each State which desires to participate in the programs provided by this Act to designate a single State agency ("State board") responsible for the administration of such programs. The State board may delegate to any other State agency any of its functions under this Act except those of developing policy and developing and submitting required annual and long-range plans. The State board would be required to adopt appeal and hearing procedures for use in the event that local educational agencies or other institutions are dissatisfied with any action of the State board.

Section 104 would retain the current part B formula for the allotment of funds among the States. That allotment would apply to all funds appropriated for basic programs under title III and 50 percent of the funds appropriated for innovative programs under title IV. (The remaining 50 percent of title IV funds would be for the Commissioner's discretionary projects under section 404.)

Section 105 would continue in existence the Presidentially-appointed National Advisory Council for Vocational Education. The bill would specify ten interest areas which must be represented among the 21 members of the Council. The functions of the Council would include advising the Commissioner of Education with regard to the development of regulations, assisting in the assessment of national vocational education needs, evaluating the effectiveness of Federally-assisted vocational education programs, and making recommendations for the improvement of such programs.

Section 106 would require each participating State to establish a State Advisory Council for Vocational Education appointed by the Governor or an elected State school board. The section would specify 19 interest areas which would be required to be represented on the State Council. The functions of the State Cuncil would include advising the State board on the development of annual and long-range plans and evaluating vocational education activities in the State which are assisted under the Act. The Commissioner would be authorized to pay each State Council out of the annual appropriations for the Act, an amount not to exceed the reasonable amount expended by the Council in carrying out its functions. Such amount could not exceed one percent of the State's allotment under section 104, but no State would receive more than $150,000 or less than $50,000.

Section 107 would prohibit the use of any payments under the Act for religious worship or instruction or for support of so much of any facility as will be used for sectarian instruction or religious worship. The section would also prohibit residential vocational education schools supported under the Act from being used to incarcerate delinquent juveniles.

Section 108 would provide definitions for the numerous terms used in the bill.

Section 109 provides that the effective date of this Act would be July 1, 1975; and the Vocational Education Act of 1963, the Vocational Education

Amendments of 1968, and part F of the Education Professions Development Act (relating to training programs for vocational education personnel) would be repealed as of that date. Any fiscal year 1975 funds carried over into fiscal year 1976 would be required to be expended in that year pursuant to the provisions of this Act.

TITLE II—PROGRAM PLANNING

Section 201 would require the Commissioner to conduct and publish in the Federal Register an annual assessment of the status of vocational education in the country in order to determine critical national needs and high national priorities for vocational education. The Secretary of Labor would provide information on manpower needs to the Commissioner, State officials, and advisory councils charged with responsibilities under the Act.

Section 202 would require each State to prepare a five-year forward plan for vocational education in the State. Such plan would have to (1) be prepared in consultation with the State Advisory Council and other appropriate State planning agencies, (2) provide a long-range assessment of vocational education needs in the State and establish long-range objectives to meet those needs, (3) take into consideration the requirements of persons with special needs for vocational education, and (4) provide for the involvement of other appropriate public and private agencies, organizations, and institutions in the development of the plan. The first forward plan would be required to be submitted to the Commissioner not later than June 30, 1976, and would be updated as necessary.

Section 203(a) requires each State to submit to the Commissioner an annual program plan for vocational education. Such plan would be submitted in accordance with procedures set forth in section 434(b) of the General Education Provisions Act (relating to the simplified State application for State-administered programs), if applicable. Subsection (b) would require the Commissioner to approve the annual program plan for any State if he determines that the plan—

(1) has been prepared in consultation with the State Advisory Council and other appropriate organizations;

(2) has been submitted only after it is made reasonably available to the public and opportunity has been provided for a public hearing on the plan;

(3) describes the present and projected vocational education needs of the State and sets forth a program designed to meet those needs;

(4) indicates how the annual program plan relates to the national needs determined by the Commissioner and how it will carry out the objectives set forth in the State's long-range plan;

(5) sets forth a detailed plan for use of funds provided under the Act, including a description of all innovative projects and activities to be carried out under title IV;

(6) provides an assessment of State and local resources available to meet the vocational needs of the State and indicates how those resources will be used to carry out the annual program plan;

(7) provides an assurance that not less than 25 percent of (A) the State's allocation under title III, (B) the State's allocation under title IV, and (C) the State's required non-Federal contribution under title III will be used to provide vocational education opportunities to persons with special needs;

(8) details the policies and procedures to be followed by the State in allocating funds under the Act to local educational agencies in the State with due consideration being given to (A) current and projected manpower needs, (B) needs of various population groups in the State, particularly those with special needs, (C) the financial ability of various local educational agencies and (D) costs of vocational education activities in various areas of the State;

(9) takes into consideration the State's comprehensive manpower plan developed under the Comprehensive Employment and Training Act of 1973; and

(10) provides an aggrieved local educational agency with notice and opportunity for a hearing.

Subsection (c) of section 203 would require the Commissioner to give a State notice and opportunity for a hearing before disapproving its annual program plan or before terminating assistance to the State for failure to comply with its approved plan. Judicial review by the appropriate United States court of appeals would be authorized. Subsection (d) of section 203 would authorize a local education agency to obtain judicial review of any final action by the State board in the appropriate United States court of appeals.

Section 204 would authorize the use of funds made available to a State under title III for planning activities by the State.

TITLE III—VOCATIONAL EDUCATION PROGRAMS AND SERVICES

Section 301 would authorize the Commissioner to make grants to States to assist them in establishing and carrying out vocational education programs and services designed to provide individuals in all communities in the State with high quality vocational education. This Federal share of the cost of such programs and services would be 40 percent.

Section 302 would authorize the use of grants for the following programs:

(1) vocational-technical programs of instruction, including those related to homemaking and home economics occupations, designed (A) to prepare students for immediate employment, (B) to prepare students for advanced occupational, vocational, or technical programs, (C) to provide additional occupational proficiencies for those who have left school, (D) to enable those who have entered the labor market to enhance their occupational proficiencies or to improve their advancement opportunities, (E) to provide skills to the unemployed, and (F) to provide bilingual vocational education.

(2) work experience programs including cooperative instructional programs and placement and related activities;

(3) vocational education personnel development and training, including programs designed to update the competencies of vocational education personnel, in-service training programs, and curriculum development programs; and

(4) programs to implement innovative activities developed and successfully demonstrated under title IV.

Section 303 would authorize grants to a State under title III to be used for the following vocational education services related to the programs authorized under that title:

(1) vocational guidance and counseling;

(2) the provision of vocational education opportunities for individuals in private vocational training institutions;

(3) supporting area vocational technical schools and residential facilities;

(4) administration of vocational education programs;

(5) data acquisition, analysis, and dissemination;

(6) exchanges of personnel;

(7) use of diversified media and other techniques of student, parent, and citizen involvement in vocational education;

(8) operation by schools of business activities in connection with vocational education programs;

(9) placement and follow-up activities;

(10) maintenance and operation of industrial arts courses related to the purposes of the Act; and

(11) work study programs.

TITLE IV—GRA[illegible] FOR RESEARCH INNOVATION AND DEMONSTRATION

Section 401 sets forth the purpose of this title, which is to authorize grants to States to encourage research into problems relating to vocational education, development of innovative vocational education activities, and the demonstration of promising new vocational education activities.

Section 402 authorizes the Commissioner to make grants to States out of the amount alloted to each State for the purposes of this title. Grants under title IV could be used to pay up to 100 percent of the cost of carrying out innovative projects and activities.

Section 403(a) sets forth the types of activties to be carried out under title IV, including (1) research in vocational education; (2) experimental, developmental, and pilot programs designed to test the activities of research findings; (3) demonstration and dissemination of innovative projects; (4) development of new vocational education curricula; (5) establishment of cooperative arrangements for training and retraining vocational education personnel; and (6) evaluation of projects funded under this title.

Section 403(b) sets forth the priorities for which title IV funds must be used. Projects assisted under this title must be directed towards one or more of the long-range vocational education needs identified in the State's forward plan, and (1) one or more of the critical national needs identified by the Commissioner in his annual assessment of vocational education needs, or (2) one or more of the following legislated priorities:

(A) vocational education programs for urban centers;
(B) rural manpower development;
(C) guidance and placement centers;
(D) programs for persons with special needs;
(E) correction of sex-role stereotyping;
(F) programs directed at the needs of unemployed youths and adults;
(G) improving the correlation between labor supply and demand and ;
(H) bilingual vocational education programs.

Section 403(c) would provide that title IV funds could be used only to support the initial three years of a project or activity and that the annual program plan must indicate the disposition of a project before funding can be approved for the terminal year.

Section 403(d) would prohibit the use of title IV funds for construction or administration by the State board.

Section 403(e) would require title IV projects to include an evaluation component.

Section 403(f) would authorize the use of title IV funds for short-term training necessary to implement a project.

Section 404 would provide the Commissioner authority to make special grants (without regard to State allocations) for projects of national significance which hold promise of making a substantial contribution to meeting either one of the critical national needs identified by the Commissioner or one or more of the legislated goals set forth in section 403(b)(2). The Federal share of the cost of such projects would be established by the Commissioner in accordance with a schedule of priorities published not later than July 1 of each year. Such share could range from 75 to 100 percent of the cost of any project or activity in its first year and 50 to 100 percent of such costs in the second and third year. Any application for a grant under this section would be required to be submitted to the appropriate State board for their review and comment, but not approval.

Dr. BELL. Thank you, Mr. Chairman, for allowing us to testify on H.R. 6251. We would be happy to answer any questions you have at this time.

Chairman PERKINS. Let me compliment you, Commissioner. We have several questions that concern all of us.

This administration believes that vocational education should be expanded so that more students receive the benefits of such training. You entertain that belief, and there is no controversy along that line.

Dr. BELL. Yes, sir, that is right, Mr. Chairman. I think the controversy is whether or not the load ought to be on the Federal, or State, or local level.

Chairman PERKINS. I take that from your testimony. Assuming that you do, why does your bill propose a frozen authorization figure for the next 5 years at a level of funding which is almost $32 million less that has been appropriated for this school year? We appropriated $554,637,000 this year, and you propose $523 million for fiscal 1976, and for each of the 4 succeeding fiscal years. Don't you think you are a little unreasonable there?

You want to shift the burden to the local level, but don't you think you would be going at a rate of speed that would be disastrous to the vocational schools in the country?

Dr. BELL. This, as you well know, is the most discussed part of our proposal. We have discussed this extensively with our colleagues in the administration. This figure reflects the great concern the administration has for the enormous deficits that we are presently running on the Federal level and the recognition that at least in a number of States they are running surpluses, and a belief that almost all of the States, if not all of them, are in better condition.

This is the understanding, as we have talked about it with other sources above us in the administration.

Chairman PERKINS. In other words, the administration, even sources above you, the Office of Management and Budget and so forth, to put it in simple language, feel that the States and local communities are in better fiscal shape than the Federal Government to do this job?

Dr. BELL. Yes; it was also indicated, Mr. Chairman, that we would be open to amending this at a future time if fiscal circumstances are more favorable.

Chairman PERKINS. Let's go back to the first matter. I don't know what happened. The communities and cities have had a lack of resources and they are trying to get revenue-sharing money and they can't get it. Your statement places great emphasis on the need for better planning, which of course involves use of current accurate manpower data. As I understand it, the administration has not once since 1968 followed the plan contained in section 103 of the Vocational Education Act that the first $5 million of any appropriation under the act must be used for the development of local, State, and national manpower programs. Isn't that true? You have never spent the first dollar?

Dr. BELL. I would like to ask Dr. Pierce to respond, if he would.

Dr. PIERCE. That is true, Mr. Chairman. That authorization has never been followed through by the administration, the belief being this.

Chairman PERKINS. Why don't you immediately mandate the Congress as to the point and see what manpower programs there were, where you were short and so forth, to utilize the money better? Why didn't you utilize those funds for that purpose?

Dr. PIERCE. As I understand, Mr. Chairman, the reason for it was the Office of Management and Budget asked the Department of Labor to request those funds in their budget and would not authorize the Department of Health, Education, and Welfare to request the funds in theirs, and it became some kind of problem in a budgetary cycle.

Chairman PERKINS. How can you expect pre-planning to be done by States and local school districts when you failed to implement the provision under the Vocational Education Act which put a provision for those States and local communities to do the planning?

Dr. Pierce. That is only part of the explanation. I said in several time, in this act, is to get around what apparently is a budgetary problem and a procedural problem. We suggested in H.R. 6251 that title III funds should be and could be used for planning purposes, which allows States and local communities to use Federal funds for planning. That has not been authorized prior to this.

Chairman Perkins. That is your explanation?

Mr. Pierce. That is only part of the explanation. I said in several ways it can be done. The other way is in title IV, which deals with the critical needs and authorizes additional funds to the Commissioner whereby he can address these issues. He would then be authorized and would have a flexibility to use the Federal funds for that purpose. There is no question in our minds that that has to be done. So we would handle it through title IV.

Chairman Perkins. When I came up here many years ago we had a very few facilities, and it was obvious if we failed to do something from the Federal level in the way of construction funds that we would never create the incentive at the local level, at least furnish the seed money and to get started, and we did just that in the 1963 act which provided funds for construction, which has paid off, in my judgment, 1 million percent, if we could use a figure like that, and it has been the cheapest insurance against unemployment than anything I know of, furnishing that construction seed money.

Why do you propose this action with that provision in your bill?

Dr. Pierce. Mr. Chairman, you were very wise and the committee and Congress were very wise in providing those funds initially for construction purposes. You did exactly what you set out to accomplish, to provide incentive to develop the programs. Since the 1963 act, the number of area centers has increased 450 to over 2,000, and we have now over 900,000 additional training sites.

As we look at what has happened over that 5-year period we find that many of the States did exactly what you intended. They used the Federal funds for incentive purposes, but they began to use State funds, Mr. Chairman, and now we have this situation.

Chairman Perkins. I can see why you are inclined to save money and are making certain suggestions and recommendations without any backup data. Do you have any actual backup data or studies to show that you should recommend the discontinuance of construction funds from the Federal level? Do you have any solid data along that line?

Dr. Pierce. We know, for instance, Mr. Chairman, and I don't know the number, but we can easily determine how many States now no longer, by State policy, spend Federal funds for construction.

Chairman Perkins. Will you provide that information because I don't know of a one myself. I know they are saying down home that we have a waiting list, and there are some 1,400 without facilities. We have the same kind of waiting list in Hazard and Pikeville, Kentucky, and I think thousands of other communities throughout my area, and I think that is the reason I think you are off on the wrong foot here.

[Information referred to follows:]

The following information is provided in response to a question which arose at the May 14 hearing conducted by the House Subcommittee on Elementary, Secondary, and Vocational Education about the number of States which by policy do not use Federal vocational education funds for the construction of vocational education facilities.

In fiscal year 1973, the last year complete data are available, 29 States did not use Part B vocational education funds for construction of vocational education facilities. In fiscal 1972, 9 States used no Federal vocational education funds for construction. For two consecutive years, fiscal 1972 and 1973, seven States used no Federal vocational education funds for construction, thus suggesting they have a policy not to use such funds for construction. These States were: Alaska, California, Hawaii, Illinois, Nevada, Vermont, and Wyoming. (Attached are summary tables from the Vocational Education Information Series No. III: Vocational and Technical Education Selected Statistical Tables for fiscal years 1972 and 1973 developed by the Bureau of Occupational and Adult Education in the U.S. Office of Education.)

STATES USING NO PART B FEDERAL VOCATIONAL EDUCATION FUNDS FOR CONSTRUCTION

	Fiscal year 1973	Fiscal year 1972
1. Alabama		
2. Alaska	X	X
3. Arizona	X	
4. Arkansas	X	
5. California	X	X
6. Colorado		
7. Connecticut	X	
8. Delaware	X	
9. District of Columbia	X	
10. Florida		
11. Georgia		
12. Hawaii	X	X
13. Idaho	X	
14. Illinois	X	X
15. Indiana		
16. Iowa	X	
17. Kansas	X	
18. Kentucky		
19. Louisiana	X	
20. Maine		X
21. Maryland	X	
22. Massachusetts		
23. Michigan		
24. Minnesota		
25. Mississippi		
26. Missouri		
27. Montana	X	
28. Nebraska	X	
29. Nevada	X	X
30. New Hampshire	X	
31. New Jersey		
32. New Mexico	X	
33. New York		
34. North Carolina		X
35. North Dakota	X	
36. Ohio		
37. Oklahoma		
38. Oregon	X	
39. Pennsylvania		
40. Rhode Island		
41. South Carolina		
42. South Dakota	X	
43. Tennessee	X	
44. Texas		
45. Utah		
46. Vermont	X	X
47. Virginia		
48. Washington		
49. West Virginia		
50. Wisconsin		
51. Wyoming	X	X
52. American Samoa	X	
53. Guam	X	
54. Puerto Rico		
55. Trust Territory	X	
56. Virgin Islands	X	

VOCATIONAL EDUCATION EXPENDITURES FOR AREA SCHOOL CONSTRUCTION UNDER PART B, VOCATIONAL EDUCATION AMENDMENTS OF 1968, FISCAL YEAR 1973 TABLE 011

State	Total	Federal	State/local	Number of projects			Added capacity		
				Total	New	Expansion	Total	New	Expansion
Totals	194, 982, 576	35, 422, 931	159, 559, 645	368	203	165	91, 371	62, 898	28, 473
Alabama	1, 422, 267	75, 000	1, 347, 267	9	4	5	2, 034	932	1, 102
Alaska	0	0	0	0	0	0	0	0	0
Arizona	808, 045	0	808, 045	7	4	3	1, 083	915	168
Arkansas	0	0	0	0	0	0	0	0	0
California	150, 000	0	150, 000	0	0	0	0	0	0
Colorado	4, 808, 500	521, 335	4, 287, 165	3	2	1	5, 811	5, 791	20
Connecticut	5, 674, 545	0	5, 674, 546	36	3	33	303	3	300
Delaware	0	0	0	0	0	0	0	0	0
District of Columbia	0	0	0	0	0	0	0	0	0
Florida	2, 852, 497	730, 744	2, 121, 753	11	6	5	842	380	462
Georgia	1, 683, 225	50, 625	1, 632, 600	5	4	1	480	420	60
Hawaii	0	0	0	0	0	0	0	0	0
Idaho	0	0	0	0	0	0	0	0	0
Illinois	0	0	0	0	0	0	0	0	0
Indiana	1, 169, 852	500, 400	669, 452	3	1	2	830	130	700
Iowa	5, 216, 794	0	5, 216, 794	4	4	0	2, 700	2, 700	0
Kansas	0	0	0	0	0	0	0	0	0
Kentucky	2, 106, 058	763, 029	1, 343, 029	9	4	5	707	359	348
Louisiana	0	0	0	0	0	0	0	0	0
Maine	2, 660, 640	81, 768	2, 578, 872	5	3	2	1, 600	1, 600	0
Maryland	3, 104, 000	0	3, 104, 000	5	1	4	1, 270	560	710
Massachusetts	21, 220, 060	900, 000	20, 320, 060	15	14	1	5, 045	4, 430	615
Michigan	7, 590, 897	3, 812, 061	3, 778, 836	4	4	0	1, 358	1, 358	0
Minnesota	5, 017, 732	2, 508, 866	2, 508, 866	13	0	13	2, 200	0	2, 200
Mississippi	3, 719, 859	1, 729, 743	1, 990, 116	14	9	5	920	900	20

Missouri	2, 703, 599	632, 991	2, 070, 608	5	2	3	1, 035	600	435
Montana	0	0	0	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0	0	0	0
Nevada	0	0	0	0	0	0	0	0	0
New Hampshire	0	0	0	0	0	0	0	0	0
New Jersey	14, 232, 202	3, 441, 945	10, 790, 257	34	26	8	16, 916	14, 513	2, 403
New Mexico	3, 548, 352	0	3, 548, 352	4	3	1	830	630	200
New York	13, 641, 473	2, 079, 349	11, 562, 124	24	5	19	3, 487	1, 902	1, 585
North Carolina	6, 554, 440	665, 000	5, 889, 440	0	0	0	0	0	0
North Dakota	0	0	0	0	0	0	0	0	0
Ohio	9, 351, 809	4, 500, 000	4, 851, 809	4	3	1	2, 530	2, 530	0
Oklahoma	1, 482, 444	153, 219	1, 329, 225	10	4	6	180	144	36
Oregon	22, 009, 925	0	22, 009, 925	7	6	1	0	0	0
Pennsylvania	11, 018, 131	846, 528	10, 171, 603	5	3	2	2, 189	1, 653	536
Rhode Island	1, 488, 385	183, 890	1, 304, 495	2	0	2	275	0	275
South Carolina	2, 424, 023	311, 466	2, 112, 557	6	2	4	13, 650	650	13, 000
South Dakota	0	0	0	0	0	0	0	0	0
Tennessee	3, 474, 688	0	3, 474, 688	14	6	8	1, 885	1, 195	690
Texas	9, 843, 771	5, 563, 792	4, 279, 979	23	23	0	5, 966	5, 966	0
Utah	31, 596	6, 596	25, 000	0	0	0	0	0	0
Vermont	2, 222, 083	0	2, 222, 083	4	2	2	1, 000	556	444
Virginia	6, 964, 052	2, 432, 692	4, 531, 360	35	25	10	7, 470	5, 926	1, 544
Washington	421, 219	165, 097	256, 122	14	4	10	0	0	0
West Vriginia	4, 674, 062	1, 241, 445	3, 432, 617	24	17	7	3, 250	2, 755	495
Wisconsin	8, 190, 350	1, 200, 000	6, 990, 350	8	7	1	3, 405	3, 280	125
Wyoming	0	0	0	0	0	0	0	0	0
American Samoa	0	0	0	0	0	0	0	0	0
Guam	400, 300	0	400, 300	2	2	0	120	120	0
Puerto Rico	1, 100, 700	325, 350	775, 350	0	0	0	0	0	0
Trust Territory	0	0	0	0	0	0	0	0	0
Virgin Islands	0	0	0	0	0	0	0	0	0

Source: Vocational Education Information No. III: Vocational and Technical Education Selected Statistical Tables; Fiscal year 1973.

VOCATIONAL EDUCATION EXPENDITURES FOR GUIDANCE AND COUNSELING UNDER PART B, VOCATIONAL EDUCATION AMENDMENTS OF 1968, FY 1972 TABLE 013

State	Total	Federal	State/local
Total	73,055,426	10,141,102	62,914,324
Alabama	802,990	499,261	303,729
Alaska	250,000	0	250,000
Arizona	113,764	97,777	15,987
Arkansas	408,324	81,007	327,317
California	5,664,244	0	5,664,244
Colorado	569,452	118,205	451,247
Connecticut	815,369	186,039	629,330
Delaware	148,513	38,293	110,220
District of Columbia	116,848	42,627	74,221
Florida	1,521,047	29,844	1,491,203
Georgia	522,112	137,737	384,375
Hawaii	432,905	0	432,905
Idaho	135,313	32,378	102,935
Illinois	0	0	0
Indiana	120,986	115,979	5,007
Iowa	1,663,268	138,349	1,524,919
Kansas	301,547	95,540	206,007
Kentucky	127,989	30,856	97,133
Louisiana	3,185,737	652,329	2,533,408
Maine	106,984	0	106,984
Maryland	3,084,287	913,803	2,170,484
Massachusetts	3,519,019	113,796	3,405,223
Michigan	305,611	194,061	111,550
Minnesota	741,179	192,706	548,473
Mississippi	1,063,518	148,810	914,708
Missouri	8,459,249	72,436	8,386,813
Montana	275,592	50,210	225,382
Nebraska	5,319	3,519	1,800
Nevada	268,180	0	268,180
New Hampshire	9,144	4,635	4,509
New Jersey	629,524	195,424	434,100
New Mexico	318,579	122,355	196,224
New York	11,234,805	599,335	10,635,470
North Carolina	7,583,223	0	7,583,223
North Dakota	70,384	61,376	9,008
Ohio	2,457,152	349,109	2,108,043
Oklahoma	445,239	126,495	318,744
Oregon	869,182	145,366	723,816
Pennsylvania	3,588,347	2,465,323	1,123,024
Rhode Island	153,092	76,596	76,496
South Carolina	224,263	43,058	181,205
South Dakota	71,007	35,194	35,813
Tennessee	558,125	107,696	450,429
Texas	3,185,162	482,525	2,702,637
Utah	926,898	17,292	909,606
Vermont	0	0	0
Virginia	218,273	36,312	181,961
Washington	589,481	177,161	412,320
West Virginia	293,992	70,183	223,809
Wisconsin	2,327,994	369,888	1,958,106
Wyoming	0	0	0
American Samoa	5,950	4,750	1,200
Guam	23,052	7,684	15,368
Puerto Rico	2,499,231	636,852	1,862,429
Trust Territory	40,000	20,000	20,000
Virgin Islands	3,931	931	3,000

Source: Vocational Education Information No. III; Vocational and Technical Education Selected. Selected Statistical Tables: Fiscal Year 1972.

Dr. PIERCE. May I make two other observations, Mr. Chairman? The other evidence that we have is that 27, only 27, of the States indicated in their State plans that they were planning to use Federal funds for construction purposes.

Chairman PERKINS. I don't know that I would question their word, but I am going to send out a questionnaire myself and use the information for that purpose, to do something along this line.

What I ask you, and I ask the Commission, if 98 percent of the responses came back from the local communities, where I don't think you have made a survey, to the effect that they wanted Federal money for construction funds, you would not then suggest that this bill be vetoed, would you?

Dr. PIERCE. Mr. Chairman, in the State plans, under which the State itself determines how they want to spend their funds, as I said in only 27 of the States did they indicate they wanted to spend Federal money.

Chairman PERKINS. There is much disagreement between you and me on that point. I think the studies we make there show that perhaps the reason for only 27 States is the inadequacy of your funding and you have put that question to them in such a way that will limit their funds and asked them to submit a plan on how they would use it, so naturally you are going to have to carry on with your ongoing programs when you are squeezed and have your back against the wall with no more funding.

But we would like to liberalize, go forward with more Federal funding in this bill, and that is what concerns me when you propose to cut back 30-some-odd million to below the present level, I am afraid if we followed your suggestions we would be leading the vocational education people and the institutions and the children involved and the adults involved just down the road, tearing down what we built up over a period of years. I can't see any other way.

Now, if my understanding is correct, you are proposing that possibly one-third of the Federal vocational funds must be used for innovative programs which can only be supported for 3 years from these funds. Won't this requirement result in a termination of funding for hundreds of on-going programs throughout the country, especially in light of the fact that you are proposing a cutback in the authorization act of $31 million less than appropriated for the present year?

Now, answer that question.

Dr. PIERCE. I seriously doubt, Mr. Chairman, if it will result in the termination of many programs, except those programs that for a number of years perhaps should have been terminated because they are no longer meeting the needs of the localities and the States.

The thing that this proposal would accomplish is to provide Federal funds to be used for those high risk high cost, new programs that need to be started.

Chairman PERKINS. Well. I don't think you can sell that. I just think you have given a partial answer. It is just not complete.

I will ask you one final question. I don't want to take up too much time. Your bill proposes that Federal support be limited to only 40 percent of program expense instead of the 50 percent provided under the present law. In other words, you expect States and local school districts to increase its share of the cost they must bear from 50 percent presently to 60 percent. Why do you believe that the Federal Government should cut back on support of its vocational programs, and is it realistic in this economy to expect State and local school districts to increase their costs?

Dr. BELL. Actually, Mr. Chairman, the matching now is about five-to-one on a national average.

Chairman PERKINS. Well, there is a variance between the States.

Dr. BELL. That is true.

Chairman **Perkins**. And it varies within the States, in the local communities, in the local schools, and the local vocational education schools.

Dr. **Bell**. You see what we did was shift it to the lowest State which was 60–40, which we don't think will put hardship on any of them.

One of the things I think this discussion ought to recognize goes back to the construction. The enrollments are declining. The State of Illinois, the State superintendent yesterday told me they anticipate a 330 student decline in the State of Illinois.

Chairman **Perkins**. Let me say you can expect a decline to some degree in the secondary schools of the country, and certainly in college attendance, but vocational attendance nationally is up, which you well realize, don't you?

Dr. **Bell**. That is right, Mr. Chairman, but my point is the States and locals have had to bear an enormous burden to build their school buildings because of the enormous growth rate.

Now, not only has the growth rate tapered off, but has gone down. We think it is reasonable to expect them too employ some of those funds in the vocational construction.

Chairman **Perkins**. Can you witness the fall-off in higher education and increased attendance in vocational schools in the country? Isn't it reasonable that you should permit construction and let that incentive stay there so that all of these adults and youngsters that want vocational training should have that opportunity?

Dr. **Bell**. Well, we think that the States and the locals can certainly take care of that.

Chairman **Perkins**. That is all I want to hear from you.

Mr. Goodling.

Mr. **Goodling**. First of all, I would ask, how do you believe part (f) funds were used in the past? Part (f) is consumer and homemaking funds. How do you believe they have been used? Do you believe they have been used effectively?

Dr. **Pierce**. I think in many instances they were used effectively. I am really quite proud of the way the people in home economics, who oftentimes are categorized as being only interested in stitching and stirring, moved into economically deprived and depressed communities and did what that title suggested, and that was to provide consumer education to people who were not using their resources appropriately. I think it was very well used.

Mr. **Goodling**. My second question, do you have a definition of innovative? That is a word that bothers me and always has bothered me in the way I have seen it defined. Do you have a set definition, when speaking of these programs, no matter where it may be used?

Dr. **Pierce**. We have not defined innovation, or innovative, in this piece of legislation. But there is a standard definition that flows out of title III, ESEA, which I think most people accept as a reasonable definition.

Mr. **Goodling**. How closely do you watch it to see if it is innovative, or do you consider most everything innovative?

Dr. **Pierce**. Well, again I think in terms of strictly sticking to a definition, what we try to do there in this whole piece of legislation is to suggest that the most flexibility ought to be provided at the State and local levels. If in a community or in a State an activity is considered for those people to be innovative, it seems to me we ought to accept that. Whereas in another State they may be well beyond it and it may not be considered innovative in that State.

And so again we would like to see the States and local communities make those decisions within certain frameworks which I think are our responsibility.

Dr. Bell. We have always thought our duty was to provide funds so that the system can change from the on-going program, if the State or locals desire to make changes and to move into areas that they have not had in the past. These funds would be utilized for that purpose under this particular title, so these moneys would be used to change the system and to help defray the costs for launching into new areas.

Mr. Goodling. I have a matter of some concern I guess about the construction part, not nearly the concern expressed, but I am wondering whether a complete move from that idea of helping with construction at this particular time is best. Although realizing at the same time what you are saying is very true, we are beginning even in public education to see empty classrooms at the present time, and it is very, very expensive. I am wondering whether they should not taper off because this is the one area that is not cost-plus or something or other.

Dr. Bell. I couldn't identify another area of education where the demand for expenditures has shifted so dramatically as in school construction, obviously because of the declining rates and declining levels of students, and the problem has shifted to an opposite one from what it has been.

That is how to utilize the space we have under roof at the present time. A year ago I was pondering that problem as a local superintendent, and that was in a large suburban school system. All over the United States the clamor and huge demand for construction funds has ameliorated dramatically. So I couldn't identify another area where I think the Federal Government could properly shift away from than in construction.

Now, there may be a rare case here and there where in some situation and in some district because of unusual economic activity, there would be demand for building construction, but all of these resources and all of these local and State dollars have been dedicated towards construction. We think it would take a smaller percentage of that to make up this and to meet the demands that are needed for vocational needs so we feel that this demand is passed. We feel that often Federal programs go on and on after the need for them has passed. We think in our short priorities, with the scarce resources we have, that there are higher priorities than construction.

Mr. Goodling. Would you have an objection to emergency-type construction funds for those areas that may still have problems, severe problems in this area?

Dr. Bell. I would not object to that. It may be better to provide it under Public Law 815 under impact aid where we have emergency-fund provisions and with some modification there it might be a more appropriate place than here.

Dr. **Pierce.** May I add one factor, Mr. Goodling, that I think the committee needs to consider. In his testimony, the commissioner mentioned that what we were presented is an alternative, and there are a set of alternatives, and I think we ought to consider this legislation that way.

But one of the factors in providing you with this alternative is considering the concern expressed by GAO, that in the construction programs in the States we had not utilized many of the facilities already there and available to us in vocational education and were involved or not involved in some areas in unnecessary duplication. That was just another factor that was plugged in to the consideration of this as we looked at this total piece of legislation.

Mr. **Goodling.** In noting pages 5 and 6, in many instances the only way we can provide the proper education for the disadvantaged is through Federal funds because if you do it with local funds of course everybody wants the same.

I am glad to see that. I also think the greatest statement I read was on page 6: "One of our major goals was to simplify program administration at the State and local level".

I would say amen to that.

That is all.

Mr. **Miller.** I have a couple of questions.

I too, am very much concerned about the term "innovative," and I don't know what the definition is in title III. Do you know, or can you give us an outline, and I won't hold you word for word.

Dr. **Pierce.** No; I would really have to go back and look at that myself. I guess my own definition would be that which is new and better to the recipient and that leaves it as flexible as I suggested it ought to be. Ir, in a particular location, something is being established that is new and better to that recipient, that would be considered innovative.

[Information requested follows:]

The following information is provided in response to the question which arose at the May 14 hearing of the House Subcommittee on Elementary, Secondary and Vocational Education about the definition of "innovation."

The Federal Register, vol. 35, no. 143, Friday, July 24, 1970, states that funds are available under section 131 (a), (which authorizes the Commissioner of Education to award grants and contracts to eligible applicants for research and training in vocational education in accordance with Part C of the Vocational Education Amendments of 1968) for "experimental, developmental, and pilot projects designed to test the effectiveness of research fundings."

Programs operated under Title III of the Elementary and Secondary Education Act use the following definition of "innovative": original, uncommon, and creative. This definition is continued in the booklet, *Sharing Educational Success; A Handbook for Validation of Educational Practices* which Title III programs use to validate the success of the programs they operate.

Dr. **Bell.** Mr. Miller, perhaps the term "innovative" is a bit unfortunate. Our intent in having this title in the act is to provide the moneys to change the system to keep it from rolling along in status quo. These were the kinds of funds that are hard to get on the State and local level. So this would be a useful thing to us.

The general accounting office, in the much discussed report, criticized this considerably and expressed the view that the Federal role ought to be much more in this area. So this money for change and for a shift of direction, for gearing up, and preparation of new emphasis on vocational education was directed towards this.

As I tried to indicate in my testimony, our society is changing, and there are enormous technological changes coming in, and this causes different job demands and diffrent skill demands, so this particular title was intended to cope with that and to try to help the school system to renew itself in vocational education, along with the community colleges and the others that are participating in the program. Maybe there is a better term than innovative.

Mr. MILLER. I would just say that is not a term that I, as a member of a legislative body, think I would want to leave for definition and regulations. I think there has to be a decision made about the definition, if adopted. The idea that we should put funds in that area should be defined so we know exactly what we are talking about.

Second, whom do you envision making the decision as to what is an innovative program?

Dr. PIERCE. If you recall the proposal, it suggests that 50 percent of the funds would go to States and 50 percent to the commissioner. The State's share of that 50 percent to the commissioner. The State's share of that 50 percent would be determined by the State, by the agency, and State Advisory Council, and people involved in the long-range planning for vocational education in that State. So it would be a role for State determination. That is unless, of course, it is defined specifically.

I might point out in the 1968 Act the word "innovation" was not defined, but it was really kind of defined by the things included as being permissible. There was no specific definition.
definition.

Dr. BELL. I think I should add that the 50 percent that the commissioner would administer in the proposed bill would put the burden upon us to define what was innovative. One of the things that we would endeavor to do is to identify those outstanding and unusual programs that we see going on in just a few places and maybe across State lines, to encourage the spread of those programs.

Mr. MILLER. Now we are getting to my concern. Before I express it, I don't want you to forget what was said. I assume "innovative", in your presentation, would also allow for expansion of a successful program, and a shop may become innovative because they——

Dr. BELL. We would worry about a change and renewal in the system.

Mr. MILLER. With regard to potential for your office to identify a successful program—perhaps turn on another district somewhere else to that program—I would like to believe that you would have the capacity to do that. I am not saying you don't, but in light of your letter, Commissioner Bell—which I think is a rather significant letter, because I don't think it makes any bones about it.—it seems that in special education we are not able to attribute any significant benefit to recipients of those programs. When you sent us a copy of the study, which looks toward duplication of programs around the country, we found a lot of its success was based upon the people putting the program together.

I worry with the term "innovative", that we will get into that same bag. Will we write programs for revenue rather than for benefit? I would hate to see the vocational education program go that route, because I think that is what we are starting to see in other areas of education where districts become very adapt in determining how to be, in this case, innovative, and receiving revenues that may go for creating a new program but may also have a little portioning off to keeping something else going, and the student would not end up with an innovative program.

Dr. BELL. I am aware of the grantsmanship game because I participated in it as a local and State official, to try to find out what will result in a grant and then you make an application so that you are successful in getting it.

I think the advantage of vocational education, of course, over a lot of other educational programs is that it is easy to count the output by looking at the job placement opportunities. Again, I think what would be an innovative program in one area might be totally different in another because of the employment opportunities there.

Mr. MILLER. But I would hope if we go down this trail that we make some provisions for some kind of coordination and planning based on what may be a broader job market than a school district?

Dr. BELL. Yes.

Mr. MILLER. My area, the San Francisco Bay Area, I would suggest is the job market and not the school district. I think the State or your office, maybe preferably a State advisory board—but somebody has to have a handle on what that program is going to need.

From your last statement, my concern is that perhaps we will end up going back in 3 years and taking a look at it with another GAO report, and we might find out a lot of money has been spent with no benefits derived.

Dr. BELL. I think one of the things, and I don't think I can emphasize this too much as I discuss the GAO report, we need to look at the resources that the office of education has. Our staff is smaller than several State departments of education, so when we address ourselves to nationwide concerns we surely have to rely upon the States and the locals. I would hope that does not sound like an excuse, because I realize that notwithstanding that we need to improve the competence and effectiveness of our stewardship.

But getting to the "innovative" matter again, these advisory councils have value, and I think we are learning more and more about how to use them. If they have the right representation, they keep us up to date, and keep us current with the employment trends. Through this we can make meaningful changes. These local and State vocational programs would have broad representation on advisory councils, and with their role and advice I think we will be able to do those things that you mentioned, I think, very appropriately in this regard.

Dr. PIERCE. May I answer that. One: In title II it requires that the States provide the Commissioner with an annual plan as well as a long-range plan for total Federal expenditure which allows the Commissioner to take a long look at the kind of things they plan with those innovative dollars.

Second: The bill does not suggest that local education agencies get this money on a proportionate basis, but they have to make application to the State. The State would then see to it that no proposal or project or program is approached that, in their opinion, would not lead to anything, and lead to a change.

Third: And I think one of the strengths in the proposal, we are saying that the Federal dollars under that title can only be used for 3 years, and in the case of special consideration for four. Therefore, they have to take a very hard look at those projects at the end of about a year or two in order to then plan and see how they are going to fold those projects into either title III or be supported by the local and State dollars solely.

For me, that means that the responsibility then becomes greater at the State level to look at those projects and to determine whether or not they are indeed innovative, because very soon they will have to be picked up by the State and local communities.

Mr. Miller. Before we beat this term to death, would innovation also perhaps allow for regional career training, say three or four schools who wanted to go together to provide this?

Dr. Pierce. Certainly.

Mr. Miller. OK.

I think you make a wise decision in moving away from extraordinary amounts of money in construction, but the only alternative is where construction may be needed because it is directly related to a type of program. I do agree, and I think you agree also with the GAO report, that we have not searched our communities out to look at what facilities can be made available, perhaps jointly. And also the military, and I think we had some rather good testimony from the military on what they have to offer.

Finally, I have one other question, but I don't want to take up too much time. On page 7 of the statement you talk about the remaining 50 percent of the amount appropriated being used at the Commissioner's discretion for various research and development programs, and also teacher training activities. I raised this point in a couple of hearings, and I am concerned regarding sex discrimination and placing of young women into homemaking programs as opposed to what I guess is a world of nondivisional vocational programs.

Could private agencies do some inservice training or counseling to raise an awareness in young women that there are other opportunities. Other alternatives available to them within the job market, that they don't have to be a housewife or secretary, that they can also enter a very rewarding part of our job market in terms of, say, the construction trades or engineering and medical professions and so on and so forth? And would you envision some of that funding being made available for that purpose, so we don't leave it just to what I am afraid in many cases is just school counselors who are not in the same place as your committee or office in terms of vocational education?

Dr. Pierce. Yes, very definitely.

On page 45 and 46 of our legislative proposal, we list eight areas of national concern. One of those is limitation or correction of sexual sterotyping in training and employment opportunities. That is under title IV.

Therefore, we would see that both State funds or State innovative funds, or the Commissioner's discretionary funds would be used for that purpose.

The way you described getting at that issue is one of a whole series of strategies that would be permissible under that, and one we would support, but there are other ways to get at that issue as well.

Mr. MILLER. I just wanted to be sure we realized there are a lot of different games that can be played in terms of apprising young people of alternatives in the job market, so we don't leave it strictly to the school system.

At least in my State of California there are a number of groups working closely with high school women and women in junior colleges to apprise them of the available job market where they live in terms of alternatives in careers.

Dr. PIERCE. We think an interesting approach, and one we would have funded last year if part I money had not been reduced $1 million, is a total curriculum revision in home economics which would use the home economics program to begin to focus on that issue and to point out that they are all in the community, and we think we can sell it as a total revision, and under this proposal we can move ahead with that effort.

Mr. MILLER. That is very interesting.

Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

Welcome, Dr. Bell and Dr. Pierce. I would like to ask you a few questions as I discuss this legislation with you.

Could you give us an idea of some of the new innovative programs you would like to encourage to do the things that would make us have innovation?

I know you talked a lot about the definition, and what it means, but can you tell me what new things in vocational education you are doing?

Dr. PIERCE. Well, it takes a number of forms, Mr. Quie. You start with your curriculum, and develop new curriculum which would address itself to new and emerging occupations. That is one way.

Another way is to provide from these vocational funds for unemployed adults. We have not been doing it very much in vocational education of late, and yet with the economy such as it is, this is necessary. Therefore, the creation of cooperative arrangements between the CETA legislation and vocational education legislation would be another example of innovative approaches using existing facilities more than we have in the past, and using private training facilities in cooperation with postsecondary facilities, being another example of innovation.

To expand cooperative education in a number of ways are all innovative. As I tick them off, I think it leads me to say there is really nothing new under the sun, and maybe that is true.

In one community something that may not be innovative at all is very innovative in another community. But I think this legislative proposal is limited only by our imagination in terms of what can become innovative in the way we can couple existing programs.

Mr. QUIE. Fifty percent of the money in the bill will go for projects that are approved at your discretion, and 50 percent will be made available to be used for any innovative projects in their discretion.

Now, if you look at those programs that you have just listed, efforts in that area presently, is it mostly that they are not conducting programs in those areas now, or is it operating in some parts of the country and not in others where you try to encourage it, areas, say, where they have been not as involved as they should be?

Dr. PIERCE. As we discussed before, that varies from State to State in terms of the amount of money being used for maintenance of ongoing programs and that being used for innovation and new activities.

About 38.5 percent of all of the Federal funds now in 1973 were used for maintenance. We are striving to move into that cutting edge to have more of those funds used around the Nation for what the GAO report considered catalytic activities, and less for maintenance activities. So I guess my response to you is, insofar as they could, with dollars available, many States have used dollars for innovation, and there are examples in every State of innovative activities going on. We would want to simply increase that level of effort and that level of activity so that the Congress can say, "Hey, that is the way the Federal funds are being used", for those kinds of activities rather than being lost in the general funding of ongoing vocational education programs.

I would not want to say that there was not a great deal of innovation accomplished under the 1968 act. It would be a misinterpretation and misrepresentation of what we were able to do under the 1968 act, which was a good piece of legislation. We are just proposing some fine tuning to that legislation, and some amendments to it that would make it I think more appropriate for the use of Federal dollars.

Mr. QUIE. I gather what we are talking about is use of innovative money as a means of embarking on something that the community had not done before rather than innovating something that no other community has tried?

Dr. PIERCE. Definitely.

Dr. BELL. An example, Mr. Quie, that comes to my mind is what many districts are doing in the building trades field. For some high schools, they build a home or a duplex, or a fourplex, and they learn all of the trades in that process, including the marketing of the home. They turn the moneys over into new projects. This is going on in a number of places. It is going on in my home area. It is going on out in Fairfax County, suburban Washington, D.C. However in talking to other places, in talking to school leaders, they have not started this type of a program, and many of them are very much interested in it.

It is just that example, and there is another movement going on in simulating a total office operation rather than the traditional approach of teaching a business-secretarial type type skills. There are these types of programs that we know about that are in some places but not extensively utilized, where we think these funds would produce some real benefits.

After paying for the costs of getting a program like this going, from what I can learn, it does not cost any more after you get the conversion than other types of vocational programs. The costs are in gearing up and converting over these two examples that I mentioned, and there are some expenses her. For 3 and for the most 4 year periods they could make that change.

Dr. PIERCE. Another example, and this is from your own State, one of the area centers there has an international exchange in their chief's training program, and that would not necessarily be innovative in this community, but there are a lot of places around the country that could develop similar kinds of activities, and that would be spreading that innovation.

Our role, the Commissioner's role, would be partially it to use these funds, or portions of them, to describe and evaluate those activities and those found to be successful, then to disseminate those around the country and try to encourage with his funds the implementation of those programs in some of the other parts of the nation.

Mr. QUIE. The innovative money can be used for 3 years, and after operating for 3 years it will not be called an innovative program any more. You have to culminate that effort immediately at the end of 3 years, or will you have some further period before this culminates?

Dr. PIERCE. Well, I can't answer in terms of maintenance of effort, but in terms of the bill, the program would then be picked up under title III, which would be, or could be, supported at least 40 percent Federal funds and 60 percent of local. Then it seems to me, Mr. Quie, that what would happen is that as the States do their long-range planning, as they look at the expenditures of State and local funds as compared to Federal funds, they would have to decide whether some of those programs ought to be moved out of any kind of Federal support at all and be supported only with State and local funds, or whether they wanted to continue to reduce the maintenance level over the long period of time.

My feeling, honestly, with this proposal is, start a program with Federal funds, totally fund the front end, moving it in for some period of time, which I don't really think we need to try to define at the moment in terms of years, support with continued, or reduced support rather than with Federal funds, and then moving it perhaps into a totally funded local program. It seems to me to move the Federal dollars and the use of Federal dollars into a method of expenditure that I think Congress could track and could have a better sense of ownership for in the long run, my sense is that this would improve the vocational education programs around the country.

Dr. BELL. This 3 years which we have in the proposal, comes into line with an experience of 10 years with the Elementary and Secondary Education Act title III moneys. Talking to a number of the

States, and looking at this from that perspective, I am convinced that 3 years are enough to get a new practice installed. After that, the ongoing money ought to be paying for the program if it is not a highly expensive program and, if it is, maybe it is not the kind of innovative program that ought to be developed. Those that are highly cost-effective are the ones that we ought to be seeking.

Dr. PIERCE. One most operation under the the 1968 act in this context is that in the early stages of that act there was more innovation going on than now, and as programs were developed when they continued to be maintained by the States with the Federal money and the State, therefore, gave up its flexibility to continue to innovate, and their whole program became essentially, more than not became a maintenance program. This proposal would prevent that from happening.

Mr. QUIE. I gather from your testimony, insofar as the handicapped and the disadvantaged support, that 25 percent of the money is going to each of those; is that correct?

Dr. PIERCE. Within each title, yes.

Mr. QUIE. Would you also advocate we require that the State pick up 60 percent of the cost?

Dr. PIERCE. After the first year, the proposal suggestion is that the State pick up 60 percent in the disadvantaged programs and the handicapped programs as well, because, as GAO pointed out, the States had not been doing that.

The overall match for vocational education is $5.29 of State and local money to every dollar of Federal money and in the disadvantaged it is $2.65 or 69¢ for every dollar and in the handicapped program it is $1.50 or 60¢ per every dollar. The GAO report pointed out that the disadvantaged and handicapped programs were essentially being borne by the Federal Government. Our proposal suggestion is that after the first year that there be a 60–40 match required for the disadvantaged and handicapped programs as well in title II.

Mr. QUIE. They can put an innovative program, though, in for them for 3 years?

Dr. PIERCE. Yes.

Mr. QUIE. In that case, will they continue with the 100 percent funding for the first year thereafter?

Dr. PIERCE. They would continue this way.

Mr. QUIE. And then have to go to 60–40 thereafter.

Dr. PIERCE. No. What I meant to say, was, after the first year under this proposal any ongoing disadvantaged and handicapped projects under title III would have to be funded at a 40–60 rate, but that any new proposal they would have the 3-year funding cycle at whatever level was established, and if it was 100 percent they would be funded 100 percent for 3 years.

Mr. QUIE. What about State administration, would they be required to go 60–40 after the first year?

Dr. PIERCE. We have not addressed ourselves to that in this proposal except to say funds available under title IV could not be used for administrative purposes and that means that the second administration would have to be picked up under title III. We did not go so far as to say that the State administration ought to be matched on a 60–40 basis specifically. That, to me, however, is the more valuable proposal if the committee wants to consider it, rather than to limit the States to something like five percent which has been considered in here and talked about.

That would cause some concern and some difficulties in some States at the moment, but it seems to me it would still provide the States with the kind of flexibility, provide the leadership they need in those States to move in these programs because once the programs are developed it takes resources and leadership to move them from one community to another. It does not happen accidentally or by chance.

Dr. Bell. So there is no misunderstanding about this, some of the States now using huge parts of Federal money for administration would still be able to do that unless some change is made in the proposal we have, which some, I think, would consider to be a weakness in the proposal.

Mr. Quie. I want to ask you about EPDA. You recommend we repeal part F. Could you tell me now what percentage of the total of EPDA money goes for vocational education money as compared to the amount being funded by part F. What I say here is, are we saying that EPDA is to be used for vocational education training more than mandated under part F?

Dr. Pierce. I don't think I understand your question.

Mr. Quie. Let me back up a little bit. At the present time there is oversupply of teachers but a shortage of vocational education professionals. We felt that EPDA was not being used for granting of vocational education and that is the reason part F was placed in there. You are recommending we repeal part F and I assume you feel that EPDA will be used sufficiently for vocational education training so we don't need to earmark any more?

Dr. Pierce. No.

Mr. Quie. I don't have it right?

Dr. Pierce. No. We are proposing that you repeal EPDA part F under the Higher Education Act, but move those provisions to title IV of this proposal.

So we are moving the EPDA part F total over into this.

Dr. Bell. That authority would be folded into this legislation.

Mr. Quie. Then there would be no expectation of receiving money from EPDA for vocational education. It would all come under this authority?

Dr. Pierce. It would come under this piece of legislation that is right.

Mr. Quie. The last question I have is when you refer, on page 3 of your testimony, to having one member of the National Advisory Council for Vocational Education represent the National Commission, is that correct?

Dr. Pierce. That is right.

Mr. Quie. Well, we have in all States an advisory commission on manpower policy, called a governor's commission, I guess, and we have the State Advisory Council on Vocational Education. We have the higher education commission called higher education working commission. There are three of them dealing with some kind of postsecondary education recognizing, however, that in two of them they are dealing perhaps with training that might not be called postsecondary education. But, at least there are three.

How can we cause all of them to be working together with a common goal of assisting people in their careers?

Does that make sense to you because they are all under your jurisdiction, so to speak?

Now going ahead, looking at the work in the State of Minnesota, I would have to say that the most comprehensive analysis of needs and where the people could be placed is being done by the Governor's Manpower Commission.

Dr. BELL. Yes, I think this is a good example of why States would be better governed in education if they had one State level board for all of education, kindergarten to graduate school, and the more I work in education the more convinced I am that is what we ought to have.

Rhode Island just not too long ago adopted a new constitution that provides for that and I think the fact that the Governor is able to get this kind of coordination from his level emphasizes that more. I think the more State level boards we have the more problems we have in coordinating them. We are finding that in our own efforts in education on the Federal level, that we are able to coordinate those things that are immediately under our jurisdiction better than otherwise.

So I think that if you can't accomplish that then the more cross-representation you can get on these boards and advisory councils the better. In that regard, maybe the concept in our proposed bill of having representation from the manpower council or vice versa ought to be extended to the higher education commissions and others.

Mr. QUIE. What would happen if we established one national advisory council, and that one council provided the advice and evaluation to higher education and in vocational education and in manpower, recognizing one of them is over in the Department of Labor, but by the same token, do it on the State level as well?

Dr. BELL. I think it would be beneficial. Those councils would carry a very, very heavy load, as I contemplate, in bilingual education and the council we have now for school desegregation assistance and so on. They would have a lot of detail to handle, but I think as far as accomplishing better coordination, I think, it would be a move in the right direction.

Mr. QUIE. Thank you.

Mr. Meeds.

Mr. MEEDS. Mr. Commissioner, let me, at the outset, apologize to you for not having been here when we started here.

Dr. BELL. I know this is a very busy time for all of Congress.

Mr. MEEDS. But let me indicate to you that I followed very closely, however, the activities of the Office of Education, particularly with regard to vocational education.

I am at somewhat of a loss. In your testimony on page 3, you state that the President has recommended $530 million for 1976, yet the figures in the bill, when added, it only comes out to $523 million. It is your statement here?

Dr. Pierce. It is because of the fact that the $7.1 million in permanent appropriation under the Smith-Hughes Act is not included.

Mr. Meeds. I see. Thank you.

Now, also, as I understand, from reading your testimony on the bill, the $523 million, which would actually be $530 million, you would ask continuation of the appropriation for a five-year period at that level, is that correct?

Dr. Pierce. Yes.

Dr. Bell. Well, the way that happened, Mr. Chairman, is that the administration requires, in our budgeting projections, that we make 5-year projections of both revenue and requirements. allocation of resources, and the projection at this time is not an optimistic one.

As we have talked about this, it was indicated by some of our colleagues in the administration that they would like to keep that under a tight lid at this time and would entertain a proposal, under some circumstance, to be changed when the demand changed, to amend this at a future time.

Mr. Meeds. You are aware that it is approximately $20 million less than we are presently appropriating or spending for vocational education?

Dr. Bell. Yes. This is the figure which the President recommended in his budget.

Mr. Meeds. Over a 5-year period of time you recommend a cut of some $100 million for vocational education?

Dr. Bell. That is right.

Mr. Meeds. I assume you do that with heavy heart?

Dr. Bell. Well, it is in recognition of the difficulty and economic circumstances we are under presently.

Mr. Meeds. Yet the requirements on vocational education are increasing much more rapidly than the requirements in funding in other areas of education.

Dr. Bell. If I can identify the two areas growing, I would say it is community colleges and vocational programs.

Mr. Meeds. Now, I notice you recommend that we repeal the requirement for 15 percent set aside for postsecondary vocational education in community colleges and other secondary institutions. You do that despite the fact that GAO figures in their report indicate somewhere in the area of 10 States, not always the same ones but 10 States over a 4-year period have rather consistently violated even a 15 percent set aside. Would you please give me the rationale for that?

Dr. Pierce. Yes. I am pausing because I don't know which way to approach this, but let me do it in this way.

Mr. Meeds. I would suggest straightforwardly.

Dr. Pierce. What I meant to say was, whether I ought to talk philosophically or factually.

Let me talk facts, first, and then go back to philosophy.

We disagree, as you know, with the GAO report in terms of number of States that have violated that 15 percent set-aside. They used and have consistently used the expenditure in a particular year and have not looked at the appropriation in a year that has allowed them to carry it over into 2 years.

When we look at that appropriation, our figures differ from the GAO report. Therefore, we don't think the problem is as big as GAO has suggested that it is, and in every case, when a State did not spend those funds, the funds were turned back.

Second, the GAO report does not point out that there are 22 States that are currently spending over 30 percent of their resources for postsecondary training, and there are another nine States spending between 20 and 25 percent.

Now, to suggest, therefore, that the States have not appropriately responded to the postsecondary set-aside, it seems to me is really not quite presenting the picture as it ought to; that is the fact I wanted to get into the record.

Second, in terms of philosophy, we tried to say that this bill, the vocational education program, ought to be concerned with people and not institutions. It ought to be a bill that deals with human resources development and not institutional development.

If, in a particular instance, the State needs are such that they need to spend more of their funds in a particular delivery system than in another, it seems to us they ought to be allowed to do that.

Mr. Meeds. Can I interrupt you right at that point?

If we had followed that philosophy in 1969—and Mr. Quie and I and others in this committee were very concerned about how the States were distributing Federal vocational funds—if we had followed the philosophy you are now telling this committee we ought to be following, we would have left the situation in which we found some 75 percent of the vocational education funds of this Nation going into rural schools, rural counties, where one-third to one-fourth of the students were.

Dr. Pierce. Yes, sir. I don't mean to imply, Mr. Chairman, that there was, or that Congress was not very wise in setting that 15 percent set-aside at that time. I am simply trying to point out, I think, the people of the Nation and vocational leaders in the country have responded and understand now the need for postsecondary.

In addition, we have set out in title IV of the bill a whole host of problem areas, where, for example, the need for more vocational educational programs in metropolitan areas—and there is no reason to think with the economy moving as it is, with the Bureau of Labor Statistics saying by 1980 over 50 percent of occupations in this country will require more than a high school education, but less than a college degree, when States' program for those, they will not program in the postsecondary area——

Mr. Meeds. I don't mean to be contentious, Dr. Pierce, but using your own figures, let's assume that the GAO was incorrect, and let's say that to use your own approach, funds which were appropriated could have been spent over the next 2 years, there are still four States, as I recall in that group, which consistently spent less than

10 percent of their total funds for postsecondary education. Now, I have two questions.

First of all, what did the Office of Education do about that?

Second, how does that square with what you just told us that States have the maturity and the experience now to properly allocate their funds in the face of a showing that the most rapid increase in vocational education is taking place at the postsecondary level?

Dr. PIERCE. Well, in response to your first question, in every instance, when a State did not spend its total set-aside in the area in which it should have, either handicapped or disadvantaged or postsecondary, the Office of Education went into that State to determine why that was the case. In every case, they have refunded to the Treasury those funds that were not spent.

Second, I guess, the thing I have a problem with, Mr. Chairman, is if you have four States that have, and my figures do not indicate that it was consistently four States, but there was one State that we have some problems with, but it varies from State-to-State. And I think, therefore, what we are trying to suggest is, there are other ways to get at those States that have been recalcitrant than to set an arbitrary set aside when the evidence seems to suggest, to me, at least—and I say "arbitrarily" because you can pick 15, 20, 30 or any percentage—the evidence seems to suggest that the States have indeed heard Congress and 22 States are spending over 20 percent of their funds in postsecondary, and I don't think they will change and revert back to putting money into the rural areas. So, I guess we just really said that we think they have indeed matured, except, as you pointed out, that there are two or three States that we need to make some special efforts in.

But in terms of writing a piece of legislation to fit the national interests, it was our opinion it was time now to back off the set aside.

Mr. MEEDS. Let me ask you quickly, with regard to the positions which were mandated under 1972 Higher Education Act, in section 1071(a)(1)(a).

> (a) Three positions to be placed in Grade 17 of such general schedule, one of which shall be filled by a person with broad experience in the field of junior and community college education, and
>
> (b) Seven positions to be placed in Grade 16 of such general schedule, at least two of which shall be filled by persons with broad experience in the field of postsecondary occupational education in community and junior colleges, at least one of which shall be filled by a person with broad experience in private proprietary institutions and at least one of which shall be filled by a person with professional experience in occupational guidance and counseling.

Have those positions been filled?

Dr. BELL. Not as yet, they have not.

Mr. MEEDS. That was 1972?

Dr. BELL. Yes.

Mr. MEEDS. Would you say that is fulfilling Congress' mandate for responding with alacrity?

Dr. BELL. No.

Mr. MEEDS. What are you going to do about it?

Dr. BELL. We will continue as we have for 2½ years to get those positions approved by the Civil Service Commission and then get them filled. We have had people selected in every one of those positions for over a year and have been waiting to get them approved for over a year, and we have had a great deal of difficulty with the Civil Service Commission.

Mr. MEEDS. Why is that?

Dr. BELL. Well, the Commission has ruled that public law positions are not automatic, that the agency must come to the Commission and provide the Commission with a position description of each of those positions.

Now, they ruled that after about a year and a half, after we began to research and identify people. We, therefore, had to go back, rewrite all of the jobs' position descriptions in keeping with the civil service requirements and submitted them to the Civil Service Commission. They ruled then that the positions, as described, were not a GS–16 level position.

Mr. MEEDS. Despite the fact that Congress mandated this?

Dr. BELL. That is right.

Mr. MEEDS. So we should have, in addition to them to account to us about this, we should have the Civil Service Commission?

Dr. BELL. When I took office about 11 months ago, I was aware of these vacancies, and I wanted to move immediately to fill them. I felt I could do that much more rapidly than has happened. We are still struggling with that problem.

Dr. PIERCE. Mr. Chairman, yesterday, I received a call from one of the people who had been identified as the individual we wanted to put in one of those slots, who had had postsecondary experience at the community and junior college level, who had waited for a year, but had to withdraw his name yesterday because he can't wait.

We had to start over again to identify someone for that position.

Mr. MEEDS. I have instructed the staff that we get the Civil Service Commission up here to testify on this. That is because we are all concerned about those positions, not just the ones that have a background of postsecondary occupational education in community and junior colleges, but all of these positions.

Dr. BELL. Mr. Chairman, this points up an enormous problem in the Government, and I don't know how you would solve it. But a person whom you want and prefer to have in a position is not one that is going to sit around and wait for months and months for his position to be confirmed. This is a serious problem for agencies, and it is certainly for me, as an agency man, to try to get positions approved.

The length of time I know is necessary in career civil service certainly is vital, but this is a big problem certainly for the Office of Education.

Mr. MEEDS. Thank you very much.

The gentleman from Florida.

Mr. LEHMAN. Sorry I couldn't get here earlier, but we had a markup in the Post Office Committee.

Dr. BELL. I know you are assigned to that committee as well as this one.

Mr. LEHMAN. I wanted to pose two questions that are of concern to me. One is in regard to placement of the people that come out of the vocational schools. In my experience with vocational schools, In my experience with vocational education in the secondary schools, I find that very few honor students and very few preparatory students are directed toward vocational education. You don't find people with honors in English in vocational education and you don't find people in other honors courses in vocational education. I have been a member of the school board and I also taught. I found that perhaps an indirect reason is, that, in considering the success of a vocational program, the placement percentages are considered negative, or a negative factor would be attached to a vocational student who went on to a liberal arts or other college education, rather than into a job or job opportunity. The vocational guidance people are, in a sense, carefully or perhaps holding back on directing good students into vocational education because of the reflection on the success of their program which, in turn, would perhaps deal adversely, or adversely affect the funding of these programs.

What I am trying to say is this, is there any way we can write this legislation so that a person who is placed in a college, or who seeks placement at the college level in college courses, even other than relates to vocational education, that this could not be called a negative factor but would be called a positive factor in determining the vocational success of a program. I went all around there, but what I want to do is get our vocational education programs on the same kind of status as we find in vocational education in Israel where the better students go into vocational education and not those with academic problems.

Dr. Bell. This is a continual point of discussion and one that we have examined a lot in the Office of Education. We discussed it particularly as a General Accounting Office matter and to some extent measured the effectiveness of vocational education on the basis of the number of persons that were placed. There are many students that just take one vocational course and take it because they have a particular need for it. If I can be personal, I took a typing course when I was in high school and I have used that for a lot of my work, including the writing of five books and a doctoral dissertation, and I don't feel that enrollment, personally in a vocational course, was wasted, notwithstanding the fact that following high school graduation I was not placed in a position as a typist, except for time I spent in the military, but I would have been one of those negative factors in counting this placement.

But, another problem related to it—and I think it is fair to some extent—if we don't measure it wholly, we should be striving to place some of our high school graduates, a large number and in larger numbers than we have, in vocational programs. Part of the problem is, I think, we need to have a better placement program and we ought to have counselors that have more training in these areas.

Many of our counselors get training in psychology and testing areas to the exclusion of this field. So it certainly is a serious problem. Now, how we can get that in our legislation, maybe Dr. Pierce could react to that.

Mr. Lehman. Could I explain, what I am trying to get you to say, if I can, is that vocational students that go to college, should not be considered a negative factor in the placement percentage and should not be construed in any way to form a basis for a reduction of funds to those vocational programs.

Dr. BELL. I agree with that and using my own personal example as an example of that, I agree with that 100 percent.

Mr. LEHMAN. What I would like to have, I would like to have some kind of letter from one of your staff people going into this so I could get it into the record, if I could, saying "don't consider this in college placement as a negative factor, but as a positive factor, in terms of success in a vocational program" and I think we can get more good students in vocational courses if we do.

Mr. BELL. I recognize that and we can send a statement to you for the record.

Mr. LEHMAN. I would appreciate it.

[Letter referred to follows:]

MAY 22, 1975.

Hon. WILLIAM LEHMAN
House of Representatives,
Washington, D.C.

DEAR MR. LEHMAN: It was a pleasure to hear your views on vocational education at the recent hearings before the House Subcommittee on Elementary, Secondary and Vocational Education. At your suggestion we are pleased to comment upon, and certainly support, your position that the graduates of vocational education programs who choose to continue their education at the postsecondary level should be considered a "plus" for the vocational education system.

The tendency is, of course, to give accolades to the vocational education program only on the basis of the numbers of graduates going immediately into jobs. Although our data system clearly indicates the percentage of graduates of secondary vocational programs who were not available for work because they were pursuing postsecondary education and training, and in 1974, this group comprised 73.7 percent of the total numbers not available for work, this important data element is usually not weighed in giving vocational education its "report card."

In view of the fact that many jobs at the technical level, and certainly many of the better paying jobs, require postsecondary education, it appears to us that those who choose to continue their education and training represent a "plus," not only to vocational education, but to the individuals themselves and ultimately to the productive life of the Nation.

Again, we want to thank you for the additional opportunity to comment upon this important aspect of vocational education.

Sincerely,

WILLIAM F. PIERCE,
Deputy Commissioner for Occupational and Adult Education.

Dr. PIERCE. We certainly could. We have a credit for the fact that one-quarter of the young people that go through vocational education are not eligible for placement and 70 percent of them go on to higher education. What you are saying, if I understand it, is that vocational education ought to take credit and that is a positive feature. But what we also ask is, "How many did you place in the job for which they were trained"? And we didn't do that when you consider those young people that went to college as being in a sense a dropout from the program.

Mr. LEHMAN. It seems that makes their program seem to be less of a success and that is why I want this.

One other question, and I know the answer is not going to be what I wanted, but I have another hangup and that is on the continued use of home economics as part of the vocational program, especially in the women's field. I still think that we should look down the road and think that only income-producing or a salable skill, I think the term is that only a salable skill course should be considered for vocational education.

Do you think there is any possibility for that, and do you have any feeling about the relocation of home economics into a consumer-oriented part of the curriculum or social study part of the curriculum or health oriented part of the curriculum, rather than as it is in now, in vocational education. To put this in vocational education consumes a great deal of their fundings, and has no direct relationship to a salable skill. I know a penny saved is a penny earned, but let's try to, or I think we would rather have it targeted toward the penny earned part, right now.

Dr. Bell. I talked about it when we were up here on the oversight hearings. I feel strongly that the woman who wants to take a vocational homemaking course and this woman's objective is marriage and rearing children and managing a home, that this individual is as much entitled to these vocational funds as anyone else.

I also feel that this is also an honorable profession and one of the most highly needed professions that we have at the present time and that managing the home and being an effective housewife is one of the great demands in this society. I would argue as vigorously as I know how for the millions of housewives in the United States when they file income tax with their partners that they list housewife there and I think that is an honorable occupation and ought to be vigorously supported by vocational funds so that the women that want to call this their occupation, can do so. We should recognize it as an occupation that needs a considerable amount of training and a high level of skill in today's society and I can't say that, sir, too strongly, to express my views.

Mr. Lehman. Well, the results I anticipated are better than I thought. I am married to one of these people.

Dr. Bell. I happen to be, too, and I think that we just need to come on strongly on that. I think there is a place for that in the Federal Vocational Act and I will argue for that, sir, as strongly as I can.

Mr. Lehman. Thank you very much.

The hearing will now recess, subject to call of the Chair.

[Whereupon, at 11:30 a.m., the subcommittee was recessed, to reconvene, subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

Department of Health, Education, and Welfare,
Office of Education,
Washington, D.C., June 23, 1975.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, D.C.

Dear Mr. Chairman: Thank you for your letter of May 28 transmitting additional questions concerning the Administration's proposal, H.R. 6251, to consolidate existing authorities under the Vocational Education Act of 1963 in order to create a more efficient mechanism for Federal assistance to States for vocational education. Let me apologize for the slight delay in fulfilling your request, but we have attempted to provide you with very comprehensive responses to your specific inquiries. For your convenience and easy reference, the enclosed materials have been arranged so as to correspond to the outlined topics and numbering used in your letter.

Again, I would like to thank you for the opportunity of appearing before the Subcommittee on Elementary, Secondary, and Vocational Education on May 14, and I look forward to cooperating with the Congress as deliberations progress on this area of education which is of vital importance to the education of our Nation's young people.

Sincerely,

T. H. BELL,
U.S. Commissioner of Education.

Enclosures.

Question 1a. Innovation. Your bill places heavy emphasis on funding innovative programs, with a 3-year limit on Federal support. At the end of that period, local schools are expected to pick up the cost of the project. Do you feel this is realistic in the light of the current economic situation and local school budget problems?

Answer. The purpose for our shift of emphasis to greater use of Federal funds for innovative projects is to allow the Federal funds to be used as a catalyst to cover the heavy costs of starting new programs. The implementation of new programs must overcome frequently encountered obstacles of little or no local start up funds. Once installed, a program must prove its worth or suffer phase out. When a new program meets a demonstrated community need, the support to move it towards continued financing with greater local and State funding can occur over several years. States and localities can then plan budgets which encompass their option for funding continuation. These are: (a) continue with 40 percent Federal funding under Title III, Programs and Services; (b) combined Federal, State or local financing; or (c) project termination.

We feel strongly that the combination of State formula matching grants and innovative project grants give the State a flexible funding arrangement which fosters the establishment of new programs where needed and continued Federal funding at a lower rate to cover in part the operational costs.

The emphasis under Part D has consistently been that of redirecting local effort, through inservice training and other activities, so that existing local resources can cover the continuation of the program with a minimum of continuation funding from local district and State resources. There is some evidence now that suggests we should consider lowering our contribution in the last two years to encourage gradual assumption of the responsibilities by local school district personnel for the activities rather than having the district suffer the shock of going from full-funding to no funding at all. This has been an out growth of our own deliberations with local project staffs and local districts who are attempting to assume full responsibility at the end of the three year period. We now have such strategies under consideration.

One other factor needs to be emphasized at this point. Unlike other federal programs, the proposed Vocational Education innovative program will require an annual and a five year state plan. Consequently, the states and localities will be required to constantly evaluate these innovative projects as a part of the planning process and will, therefore, be forced to systematically be considered if and how each project will be continued with state and local funds after the three year initiation period.

Question 1b. Innovation. Since Title III of the Elementary and Secondary Education Act follows the same 3-year funding approach, have you had any experiences with that program to justify adopting this approach for the Vocational Education Act?

Answer. It is our understanding that the initial structuring of the Part D program and its 3-year funding approach was based on a Title III study which showed that the local ability or willingness to continue the project activities past the period of Federal funding was directly related to the length of the project. In other words, it appeared that the extent to which the activities had become institutionalized within the district and had come to be viewed as an important part of the ongoing educational program had a good deal to do with their continuation.

Question 2a. Planning. Everyone seems to stress the need for effective planning. Your bill puts a great deal of emphasis on planning. How can we be assured that real planning will take place in light of the fact that the Commissioner of Education is the Federal official presently responsible for assuring that State plans are effective under existing legislation, and you have categorized these plans as worthless in your testimony?

Answer. Planning is without a doubt one element of effective program administration which simply must be given greater attention to ensure the most effective utilization of scarce public resources. The Commissioner's authority base for approving State plans is certainly appropriate and adequate, what is needed is a process change in planning which we feel require legislative language we have proposed.

Under the current law, States develop and submit for approval, so as to achieve eligibility status, a State plan which shows how the Federal funds will be used, and the State needs which will be met by such programs. The plan contains three basic elements, (1) a section containing assurances and provisions for meeting legal requirements of governance and accountability, (2) a section describing plans for the next fiscal year and (3) a section covering long range plans. What is really needed is a planning process which causes States to involve necessary State and local representatives in reviewing information on the current and future needs of students, business, industry, labor, and the economy to arrive at a total State needs assessment. Then program objectives could be formulated which indicate the extent to which all available resources can be deployed to meet some of the identified needs. Now most States develop a plan which only shows the planned use of Federal funds and those State and local funds identified for matching. The current State plans can be better described as Budget plans, which address themselves primarily where and for what a given dollar level will be expended and what results can be expected.

It is clear that effective planning does not result only in developing a *plan* of action for the optimal use of available resources to meet a portion of the identified needs, it is most useful as a process of managing the use of public resources through careful involvement of appropriate groups and individuals for identifying needs, setting priorities for meeting the most critical needs first and then evaluating the results of these decisions to continually improve the process.

We believe the compliance elements can be simplified and the procedures for awarding grants streamlined, but the whole process of planning which ranges from the identification of National priorities by the Commissioner, to State and local needs assessment, must become the standard means of decision making if the nation's vocational education needs are ever to be met.

Question 2b. Planning. How does the Office of Education review each State plan presently required to be submitted under the Vocational Education Act?

Answer. A State Plan for Vocational and Technical Education is developed by each of the States and Territories in conformity with the Act Regulations, and a detailed State Plan Guide issued by the U.S. Office of Education. The State plan is made up of two parts.

Part I—An Administrative Plan is developed and submitted for approval by the Commissioner of Education. Once approved, it does not have to be resubmitted unless changes in Federal or State laws occur or amendments are required to keep the plan current. All such amendments must be approved by the Commissioner of Education.

Part II—An Annual-Long Range Plan is submitted each year and must be approved by the Commissioner of Education before the State grant award is made.

Each State's plan, when finalized and approved by the State Board for Vocational Education, is submitted to the Assistant Regional Commissioner for Occupational and Adult Education and is carefully reviewed for conformity with the Federal regulations and the State Plan Guide. During this review period, the appropriate Regional Office works closely with the States in obtaining modifications and corrections when needed. When acceptable to the Regional Office, the State plan is submitted to the headquarters office with a recommendation for approval. A further review is made by the Division of Vocational and Technical Education for completeness and any deficiencies found during this review are corrected before submission to the Commissioner of Education for approval. When the plan is approved and signed by the Commissioner, copies are returned to the Regional Office and then to the State Board for Vocational Education.

Question 2C. Planning. The criticism has been made that effective planning is not always done in a number of States because various interests such as the community colleges are not required to be involved in writing the State plan on vocational education. How would your bill address this problem?

Answer. Included in the planning process suggested in our legislative proposal is the requirement that a more equitably representative State Advisory Council be substantively involved in assuring that all appropriate interests have access to the State policy makers concerning vocational education. We believe the clarification of role and function of the State Advisory Councils as addressed in our proposal would do much to resolve your concern stated in this question.

Question 3. Consolidation. Your proposal contains a substantial consolidation of the separate categorical programs authorized in the Vocational Education Act. What is the evidence you used in reaching this decision? Please supply us with any studies showing a need for this massive consolidation.

Answer. In our view, effective planning as described for question 2 cannot take place without adequate legislative flexibility. Under the current law, States must conduct their planning so as to reflect the budgetary constraints of the 10 different purposes, categories and setasides. We view these many funding components as serious inhibitions to good planning. States should be able to design a State-wide program which meets their documented needs rather than be forced into a budget mold that is uniform to the Nation.

Our legislative proposal retains certain safeguards which will ensure that those with special needs are provided with an appropriate share of all available program resources, but is still flexible enough to take into account the unique differences among the States. Such differences range from size in population and number of local school districts and institutions and the varying amounts of funding provided by State legislatures.

We do not have empirical evidence upon which to base this consolidation, but in structuring a law by which a State is held accountable to meet known needs, more flexibility is certainly warranted than is now the case.

Question 4a "Minimum" Requirements. The GAO report found that in a number of States, State and local funds for the handicapped and disadvantaged have been diverted to other uses when Federal funds became available. As a result, GAO recommended that these funds be separately matched by State and local funds. How does your proposal address this problem?

Answer. In our reading of the GAO report, we did not find that States had diverted funds from disadvantaged and handicapped programs to other purposes. However, we share your concern for making sure that adequate financial resources are directed to the disadvantaged and handicapped programs. Therefore, our proposal contains a requirement that in the first year of implementation 25 percent of the funds appropriated in Titles III—Vocational Education Programs and Services and IV—Grants for Research, Innovation and Demonstration must be used for Special Needs purposes and the following fiscal year States will be required to provide an additional 25 percent State/local matching for Special Needs purposes in Title III. Hence, there would be at least 129.6 million available for Special Needs during the first fiscal year and in excess of $219 millions in the second year following enactment at the level requested in our legislative proposal.

Question 4b "Minimum" Requirements. A persistent criticism we have heard during our hearings this year has been that the definition of disadvantaged under the Vocational Education Act is not precise enough to allow for a clear understanding of the intention of the legislation to serve such people. How would the Administration's bill sharpen this definition?

Answer. The criticism of the current definition of disadvantaged is frequently related to it being different from other statutory definitions which are economic in nature. In other words, a standard means test or family income level can be determined as a rigid screen for determining who in fact is eligible for designating as being "disadvantaged." In the current Vocational Education legislation, emphasis was placed on an individual's inability to profit from regular Vocational Education and thus unable to participate meaningfully and beneficially in a "regular" program without additional assistance or program modification.

Granted this definition has been less precise than would have been required to meet a financial needs test, but it has served reasonably well. What we are attempting to do in our new definition is to eliminate certain ambiguities in the present definition. First, the word "regular" in the current definition is almost impossible to codify. For instance, when a regular program is augmented by special tutoring for disadvantaged persons, is the class still "regular"? When "mainstreaming" disadvantaged students there are still enrolled in the same class "regular" students who don't need the special assistance which creates a very serious recordkeeping problem to say the least. It is for this reason that we emphasize the variety of conditions which had or are having adverse affect on students which prevents them from succeeding in vocational education programs and services. The severity of the specific adverse condition must be determined locally by professional staff, but the pivotal point is such determination is always where the student cannot benefit from the instruction without special supportive, educational or guidance assistance.

Question 4c. "Minimum" Requirements. In defining "persons with special needs" in your bill, you seem to have broadened the definition far beyond the existing definitions of "handicapped" and "disadvantaged". How can we be sure this money will not be diverted from the groups that need it most?

Answer. We believe that our suggested definition for "persons with Special Needs" will be easier to use with the slight changes we have made as noted above. This definition would also include persons whose language skills were inadequate, thus requiring bilingual vocational education.

The flexibility States will be granted in this definition and in the consolidation features of our proposal would enable States to plan and set priorities so those groups needing help most would receive it.

Question 4d. "Minimum" Requirements. The present Vocational Education Act requires that at least 15% of every State's grant must be used for programs for students who have completed or left high school. Why do you suggest that we repeal that requirement?

Answer. In this particular question, the relative merits of setting an arbitrary percentage level minimum restricts States abilities to plan program development and operation in accordance to their differing needs. Data reported by States show that post secondary enrollment in occupational education has remained virtually constant at slightly more than 11 percent of the total enrollment over the past several years. The Federal Part B funds have ranged between 17 and 20 percent during the same period, FY 70 thru 73.

We are most anxious that States develop balanced programs at secondary and post secondary levels. The arbitrary level in the current law seems to have established for States an artificial floor and ceiling in that the proportion of Federal funds used at the post secondary level has not exceeded 15 percent by a significant margin.

We firmly believe that program funding decisions should be made on the basis of documented needs and not on uniform levels across the Nation. It is for this reason that we suggest repeal of the 15 percent minimum request for post secondary programs.

Question 5. State Administration. The GAO report found that a number of States retained a high percentage of their Federal funds at the State level for administration and other services. How does the Administration bill respond to this finding?

Answer. The GAO report did not distinguish State level administration from all ancillary services which includes a number of expenditure categories in addition to State level administration. We conducted a brief five item survey on selected expenditures in vocational education subsequent to the GAO report. The attached validated National Summary should replace the preliminary summary shared with you previously. This most recent summary substantiates that States on the average use 7.6 percent of their Part B allotments for State level administration. Considering the leadership, administrative, and supervisory services purchased with this relatively small percentage of Federal dollars we think the GAO observation was unwarranted. However, there are 23 States whose entire State level administration costs are supported by more than 50 percent from Federal sources. Of these 23, eight provide 25 percent or less State funds for their administrative operation with two States supporting their entire State level administrative effort with Federal funds.

We have argued strongly against a maximum limit on Federal funds which may be used for administration because we feel setting a limit would inhibit the continuation of sufficient leadership activities, such as planning, evaluation, program supervision and the like. In fact, if an arbitrary 5 percent maximum were enforced, 38 States who exceed the percent level would in total have to generate an additional $12.6 million to replace the loss or reduce their effort in such critical areas as planning and program administration precisely when State level administration should be improved, not cut back.

We would, however, accept a provision in which States are required to match any Federal funds they used for State level administration. This might prove to be a hardship for some States but may result in stewardship and accountability benefits.

Question 6. Data Needs. What methods of gathering, disseminating, and interpreting data used by the U.S. Office of Education and the States today are different from those employed ten years ago? To what extent is technology being used to provide improved treatment of data?

Answer. Ten years ago all data had to be collected, analyzed, and interpreted by hand. Today most States have some computer capability in the gathering, compiling, and dissemination of data.

Almost all States are now using computer capabilities to collect, analyze, and disseminate data to some extent. The U.S. Office of Education computer is being used to process the raw data from the States into national totals pertaining to the programs and fiscal data pertaining to expenditures of Federal, State and local funds. The U.S. Office of Education is attempting to provide a balanced data system for all of Education. In doing so, the National Center for Education Statistics compiles certain common data and conducts periodic cross sectional and longitudinal surveys. In addition to program reports collected from State Education Agencies on Federally funded programs, selective evaluation studies collect and analyze data for determining program impact and for reporting to Congress. In all of these routine and periodic studies and reports, automatic data processing systems are utilized to store, retrieve and analyze such statistics.

The National Center for Education Statistics has also implemented a dissemination technique incorporating online access to various data files on educational programs for internal, public and institutional user groups.

Question 7. CETA. How has the U.S.O.E. provided leadership in meeting the educational needs of the Comprehensive Employment and Training Act?

Answer. The Commissioner of Education provided leadership in meeting the educational needs of the Comprehensive Employment and Training Act through the following limitations:

(a) Establishment of a CETA Coordination Unit within OE

(b) Transmission to the Deputy Commissioners and Regional Commissioners of Education of a memorandum entitled "Office of Education Action to Implement DHEW Comprehensive Employment and Training (CETA) Policy." This included such activities as the development of guidelines and criteria for prime sponsor and Title III plans, provision of technical assistance on educational components of CETA programs, the coordination of OE staff offices to identify and implement linkages to benefit the program and the collection and analysis of data to determine the utilization of existing facilities, such as skill centers.

OE Regional Offices have been involved in review and comment on the educational components of Title I and II Prime Sponsor plans, Title III migrant plans and Section 112 non-financial agreements and have served as members of the Regional Director's "Manpower Information Work groups." In FY 1975 this has been possible because Regional Manpower Development and Training staff of BOAE was available to assume some initiatives in support of the transition to CETA. With the loss of MDT positions on June 30, our ability to support CETA will be greatly reduced.

Action has been initiated by the Office of Education with the Secretary of HEW to discuss means of alleviating this problem of educational support at the Regional level for FY 1976.

Question 8a. Bureau of Occupational and Adult Education. What part of the Office of Education salary and expense resources is allocated to the Bureau of Occupational and Adult Education? How does this compare with five years ago? Of this figure, what percentage is allocated to the Division of Vocational and Technical Education?

Answer. During FY 1975, the Bureau of Occupational and Adult Education was allocated $4,805,400.00 or 5.7 percent of the total Office of Education budget, of which $778,529.00 was allocated to the Division of Vocational and Technical

Education or 16 percent of the total amount received. During FY 1970, the Bureau was allocated $2,543,265.00 or 5 percent of the total Office of Education budget, of which $1,516,[illegible]32.00 was allocated to the Division of Vocational and Technical Education or 59 percent of the total amount received.

Question 8b. Bureau of Occupational and Adult Education. How many professional staff occupy positions in the Division of Vocational and Technical Education as a full-time assignment? How does this figure compare with five years ago?

Answer. At present, there are 24 professional staff in the Division of Vocational and Technical Education. Five [illegible] ago there were 43 professional staff in the Division of Vocational and Technical Education which included 8 professional staff now assigned in the Division of Research and Demonstration.

Question 8c. Bureau of Occupational and Adult Education. Why did the position of Associate Commissioner of Occupational and Adult Education sit empty for almost a full year and the position of Director of the Division of Vocational and Technical Education sit empty for over eight months? It would appear that these positions are critical positions and would need early attention if the Office of Education truly has an interest in the field of occupational training. Have these positions been filled yet? If someone is "acting" in these positions, when is it anticipated that the positions will be confirmed?

Answer. To answer the several questions concerning the appointment of key positions in occupational education within the U.S. Office of Education requires laying out factors and conditions which affected the implementation of P.L. 92–318 requiring the establishment of the Bureau of Occupational and Adult Education. When P.L. 92–318 was enacted into law, there already existed in the Office of Education a Bureau of Adult, Vocational, Technical and Manpower Education headed by a GS–17. That unit is shown on the attached organizational chart as the Office of Adult, Vocational, Technical and Manpower Education. That original unit was composed of four divisions, three of which were already headed by a Division Director at the GS–16 level. Consequently, with the creation of the Bureau of Occupational and Adult Education, one of the legislatively established GS–17 positions and three of the seven legislatively established GS–16 positions were already filled. One of the initial problems confronting the first Deputy Commissioner for Occupational and Adult Education, therefore, was to organize the Bureau of Occupational and Adult Education in such a way that the newly authorized supergrade positions would (1) be administratively compatible with the existing organization and, therefore, not cause confusion and divisiveness within the Bureau and (2) be utilized in such a way as to maximize their contribution to the improvement of Occupational and Adult Education. The original organization was designed to accomplish both of those objectives.

With this brief introduction as a background, the following represents a step-by-step chronological sequence of events regarding our attempts to fill the supergrade positions authorized in P.L. 92-318, as well as the three senior advisor positions authorized by that same legislation. This information will place in context personnel actions concerning the positions mentioned in your question.

Although P.L. 92–318 became effective in July of 1972, the appointment of the first Deputy Commissioner of the Bureau of Occupational and Adult Education was not confirmed until January 7, 1973. Prior to that confirmation data and while Dr. William F. Pierce served as a consultant to the Office of Education, two actions took place. First, with the help of a number of people within OE and outside, a list potential candidates for each of the remaining unfilled two GS–17 positions and each of the four remaining unfilled GS–16 positions. In addition, agreement was obtained within the Office of Education on the organizational structure previously discussed. On April 26, 1973, the proposed organizational structure for the Bureau of Occupational and Adult Education was submitted to the Department of Health, Education, and Welfare for approval. Although no official action regarding formal selection of individuals to fill the supergrade positions could be taken until the organizational structure was approved, the identification of individuals with necessary qualifications to fill each of the Public Law positions continued during the interim period.

On May 11, 1973, the organzational structure of the newly created Bureau of Occupational and Adult Education was approved.

On June 5, 1973, papers were forwarded from the Department of Health, Education, and Welfare to the Civil Service Commission on the candidate for the GS–17 position requiring "broad experience in the field of Junior and Community College Education." This individual was to serve as the Associate Commissioner for Occupational Planning. Since most of the remaining mandated positions were to be under the direct supervision of this GS–17, selection of specific individuals for the four GS–16's was purposely delayed until Civil Service took positive action on this request. The Direction of the Division of Vocational and Technical Education was one of these GS–16's. We felt that in discussing employment with potential candidates at the GS–16 level, they would need to know specifically to whom they would report. At that time, we did not anticipate any inordinate delays in the approval of the GS–17 candidate. The decision to delay specific selection, therefore, seemed to be an appropriate one.

On July 1, 1973, the first mandated senior adviser position was filled with the appointment of the Senior Advisory for Medical Services.

On August 31, 1973, the Civil Service Commission raised a question regarding a potential Hatch Act violation by the GS–17 candidate while serving in a previous position. On September 13, 1973, our Office of General Counsel ruled there had not been a violation of the Hatch Act. On October 16, 1973, the Assistant General Counsel for the Civil Service Commission concurred with the opinion of HEW's Office of General Counsel contained in the September 13 memo.

On December 21, 1973, after several additional delays and an informal request by the Civil Service Commission to withdraw the candidate's name, the candidate become totally frustrated and withdrew from contention.

Efforts were then immediately initiated to fill the remaining GS–16 positions, since it was obvious that a totally new search process would have to be begun for the GS–17 Associate Commissioner.

On January 7, 1974, papers were processed to the Civil Service Commission for a preemployment security clearance for the authorized GS–16 having "broad experience in education in Private Proprietary Institutions."

On May 1, 1973, Dr. William Smith was asked by OE officials to fill the position of Associate Commission for the Office of Career Education. Dr. Smith was already a GS–17 within the Office of Education, and in addition to being eminently well qualified to become Associate Commissioner for Occupational Planning, afforded us an opportunity to expedite the selection of an individual to fill that mandated supergrade position.

On September 5, 1973, Dr. Robert Worthington, the original incumbent in the Office of Adult, Vocational, Technical and Manpower Education, resigned his position in Government service.

On October 1, 1973, Dr. Smith was asked by the Commissioner of Education to assume the responsibility of the Director of Teacher Corps.

The net result of all recruitment activity, which began prior to January 7, 1973 was that as of December 21, 1973 all three of the GS–17 mandated positions were once again vacant and a search for candidates to fill each of those three positions had to begin anew.

On November 21, 1973, Mr. Michael Russo, who had been serving as the Acting Director of the Division of Vocational and Technical Education in the Office of Adult, Vocational, Technical, and Manpower Education died suddenly. Mr. Russo had not been eligible; by virtue of his background and training, to be considered for one of the four vacant GS–16 positions. When his death vacated the position, it was possible to assign one of the four GS–16 positions to the Directorship of the Division of Vocational-Technical Education. Since the statute required that two of the GS–16 positions would be filled with an individual having broad experience in the field of Postsecondary-Occupational Education in Community and Junior Colleges, the decision was made to take one of those individuals (previously assigned to the Office of Occupational Planning) and assign that supergrade position to the Division of Vocational-Techncal Education. That decision necessitated a new search for a candidate having the appropriate background and experience to manage a division.

On January 11, 1974 papers were processed to the Civil Service Commission for a preemployment security clearance for the authorized GS–17 who would fill the position of Associate Commisisoner for Career Education.

On January 7, 1974, papers were processed to the Civil Service Commission for a preemployment security clearance for the authorized GS–16 position having "broad experience in education and Private Proprietary institutions."

On March 26, 1974, the Civil Service Commission approved the candidate for the GS–17 position as Associate Commissioner for Career Education.

On February 25, 1974, we received a letter from the individual whose name had been submitted for clearance as the GS–17 having "broad experience in education in Private Proprietary institutions" withdrawing for candidacy to take another position. As a result of this action, rather than having that particular supergrade filled by early March, the search process began once again for the mandated GS–16 having "broad experience in education in Private Proprietary institutions."

On February 21, 1974, an individual was nominated for one of the authorized GS–17 positions to serve as the Associate Commissioner for Adult, Vocational Technical and Manpower Education and an individual for the GS–17 position as Associate Commissioner for Occupational Planning.

On May 16, 1974, the Associate Commissioner for Occupational Planning was approved by the Civil Service Commission.

On May 23, 2974, the Commission notified us that the candidate for the GS–17 Associate Commissioner for the Office of Adult, Vocational, Technical, and Manpower Education did not possess sufficient experience to manage an office of 100 people.

On June 10, 1974, the Civil Service decision was appealed to the Assistant Secretary for Administration and Management on the basis that the candidate's experience and qualifications had not been fully presented to the Civil Service Commission.

On August 19, 1974 the name of the candidate who had been rejected on May 23, 1974 by the Civil Service Commission for the position of Associate Commissioner for the Office of Adult, Vocational, Technical, and Manpower Education was resubmitted to the Commission for their consideration as Associate Commissioner for the Office of Occupational Planning (a position which requires the management of less than 20 people and which we felt would remove the principle objections stated by the Civil Service Commission in their May 23rd denial). At the same time, we requested that the individual approved for the position of Associate Commissioner for Occupational Planning be approved as the Associate Commissioner for Adult, Vocational, Technical, and Manpower Education.

On May 14, 1974, papers were processed for a preemployment security clearance for the authorized GS–16 position requiring "professional experience in Occupational Guidance and Counseling.

On August 18, 1974, the Senior Advisory required to have subprofessional technician experience in one of the branches of engineering was employed in the Bureau.

On September 4, 1974, papers were processed for a preemployment security clearance for one of the authorized GS–16 positions requiring "broad experience in the field of Postsecondary-Occupational Education in Community and Junior Colleges.

On September 1, 1974, the Senior Advisor position which had to be filled by a person who is a skilled worker in a recognized occupation was employed in the Bureau.

In summary, 20 months after beginning to identify and employ the supergrades authorized in P.L. 92–318, two of the GS–17 positions were filled and a request for approval of the other GS–17 position and two of the four GS–16 positions had been forwarded to the Civil Service Commission. In addition, tentative selection of the other two GS–16 positions had been accomplished.

On October 29, 1974, the Civil Service Commission returned to the Department of Health, Education, and Welfare without approval, the names of the two GS–17 candidates submitted on August 19, 1974. In addition, on that same date the Civil Service Commission notified the Department of Health, Education, and Welfare that their General Counsel had ruled that "in the process of analyzing your latest proposals, the provisions of P.L. 92–318 were reviewed in depth. Our General Counsel has notified us that the Act only provides additional supergrade spaces but does not remove the positions for which these spaces are used from the classification responsibilities of the Commission. Accordingly, our determination is that all positions that are established using these spaces are subject to both classification and qualifications approval by the Civil Service Commission." The net affect of this decision was that the activities in the search, interview, and selection process described above, which took place over 22 months were in effect, null and void because of the Civil Service Commission determination that we had to resubmit to them complete classifications for all of the supergrades authorizd by P.L. 92-318. In the meantime, submissions for all supergrade positions were returned to the Department of Health, Education, and Welfare by the Civil Service Commission.

HEW's Office of General Counsel was asked to advise the Deputy Assistant Secretary for Personnel and Training whether that office concurred with the position taken by the Civil Service Legal Counsel.

On January 11, 1975, HEW Legal Counsel partially concurred with the Civil Service General Counsel but went on ot state that "we believe that the Commission's responsibility does not end by a decision that a particular position description submitted to it does not contain sufficient number or complex duties to warrant classification at the specific grade. We believe that the Commission has a mandate from the Congress to work with the agency in order to get a position description which will warrant classification at the proper grade."

On January 29, 1975, requests for the approval of the position of Associate Commissioner of Occupational Planning (GS-17), Associate Commissioner for Adult, Vocational, Technical, and Manpower Education (GS-17) and the G-16 position, Coordinator for Counseling and Guidance were resubmitted to the Civil Service Commission.

On March 28, 1975, the Commission approved the position of Associate Commissioner for the Office of Adult, Vocational, Technical, and Manpower Education (a position which had been filled at the same level when P.L. 92-318 was enacted into law).

On March 31, 1975, the Commission ruled that neither position descriptions for the GS-17 Associate Commissioner for Occupational Planning nor the GS-16 Coordinator for Counseling and Guidance justified a supergrade classification.

On April 22, 1975, members of the Office of Education and the Office of the Assistant Secretary for Administration and Management met with representatives of the Civil Service Commission to determine whether there was any way to overcome the objections of the Civil Service Commission and at the same time carry out the clear intent of Congress as expressed in P.L. 92-318. At that time, the representatives of the Commission, after hearing how OE planned to use those supergrade positions, the purpose to which they would be put, and the educational and professional level of the individuals which would be required to carry out the responsibilities envisioned, advised us to redesign the position descriptions and to resubmit them to the Civil Service Commission. These new job descriptions are now being written and will be submitted to the Civil Service Commission from the Department of Health, Education, and Welfare shortly.

While the efforts just described were designed to implement the establishment of the Bureau of Occupational and Adult Education, staffed with mandated positions, the fact remains that in June of 1975, two and a half years after the appointment of the Deputy Commissioner for the Bureau of Occupational and Adult Education, one of the GS-17 positions and four of the GS-16 positions authorized by Congress in P.L. 92-318 are still vacant.

Recent discussions with key persons from the Bureau, USOE personnel office, Office of the Secretary and the Civil Service Commission indicate reason for expectations that the personnel actions in question will be promptly processed in an expeditious manner.

Question 9a. Regionalization. It is our understanding that many of the vocational education functions of U.S.O.E. in Washington, D.C. have been moved to the regional offices. Give an indication of how much regionalization has taken place and show how individuals in the regional offices have greater expertise to perform these functions than individuals in Washington.

Answer. Regionalization has been a part of the vocational education operation since the first program specialists under the Manpower Development and Training Act transferred from the Washington office to regional offices and others from outside the government were employed to augment the staff. During this period of approximately the last ten years, other vocational education program specialists transfered to regional offices from Washington. These persons formed a nucleus or cadre of professionals who were knowledgeable in depth regarding the operation in Washington and they, in turn, assisted in the development of others who were later employed.

Policy and other important decisions are made in Washington with the regional office personnel participating in the implementation thereof. Although State plans are submitted to the regional offices and reviewed, there final approval is given by the U.S. Commissioner of Education here in Washington. In accordance with the provisions of Sec. 403, P.L. 93-380, Part D, Exemplary Program & Projects of the Vocational Education amendments of 1968, P.L. 90-576, is being recentralized.

Regional office personnel are able to be more responsive to the needs of State and local personnel because of their close proximity to the scene of actual program operation. These offices serve as centers for the dissemination of information about activities of the agencies in the Education Division and provide technical assistance to State and local educational agencies. Among other related responsibilities, regional office personnel play a role in monitoring and evaluation of Office of Education program.

The regional office is viewed as an extension of the central office, as a part of the central office, and not as a separate entity. To maintain uniformity in administration and in the discharge of appropriate responsibilities, adequate communication is the key. Frequent workshops and conferences, involving central and regional personnel, are scheduled to provide an opportunity for discussion, an exchange of viewpoints, the reconciliation of different views, and the establishment of the most appropriate procedures. Individual letters and telephone calls supplement workshop and conference experiences to ensure proper interpretations.

For the past three years, weekly teleconferences, usually one hour in length, have been scheduled with all ten Regional Offices to provide personnel with the latest information, give them interpretations of law and regulations, afford an opportunity for discussion to ensure understanding, and to receive instant "feed-back" regarding the regions and the states they represent. This has contributed much to the effective and efficient operation of our decentralized programs.

We recognize that there are inherent problems in decentralization but, on balance, the advantages in our operation, the flexibility in approach, and the immediate responses to requests for services that are made possible lead us to conclude that decentralization has much merit.

Question 9b. Regionalization. H.R. 69 has mandated the return of certain functions from the regional offices to the Washington office of U.S.O.E. What plans are underway to accomplish this mandate? When will this be effected?

Answer. Regarding Part D, Exemplary Programs and Projects for Vocational Education, P.L. 90-576, action was taken to notify all Office of Education Regional Commissioners that all funding decisions and approval of new and continuing projects would be made by the Deputy Commissioner for Occupational and Adult Education, USOE. This system approving new and continuation awards is fully operational.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., June 5, 1975.

DEAR COLLEAGUE: We have enclosed a validated national summary report of the information provided in the five-item survey on selected expenditures for vocational education.

Please pay particular attention to the reservation statement preceding the summary. This part of the report should be referenced whenever the summary data is used.

Thank you for your cooperation in providing the basic information for this report.

Sincerely,

WILLIAM F. PIERCE,
Deputy Commissioner for Occupational and Adult Education.

Enclosure.

RESERVATIONS FOR USE OF SELECTED DATA ON VOCATIONAL EDUCATION EXPENDITURES, FISCAL YEAR 1973

INTRODUCTION

When Congress enacted the Vocational Education Act in 1963, with subsequent amendments in 1968, States were authorized to utilize Federal funds for the maintenance, the establishment, and/or the improvement of programs. These authorities also allowed for the use of Federal funds for a purpose called ancillary services, including many items of a support or administrative nature. Because Congress did not specify a particular percentage set-aside for these different purposes, it did not seem necessary to collect data on these several elements. Rather, information was obtained on the totality of such expenditures. However, following the recent GAO audit on vocational education, questions were raised concerning the extent to which funds were used to continue established programs and the administrative costs of managing all vocational education programs. At the time of the release of the GAO audit, oversight hearings were being held on vocational education and it was anticipated that specific questions would be raised and good information would be required concerning the use of Federal funds for vocational education in the above mentioned areas.

ANALYSIS

It was against this background that the Bureau of Occupational and Adult Education conducted the five-item survey on selected expenditures in vocational education. To keep this survey from being unduly burdensome to States, and to allow the information to be collected and verified quickly, we made some arbitrary decisions concerning the base year for which the data would be collected. We decided that the 12 months comprising fiscal year 1973 would be used as a base for determining such expenditures. The reasoning being that all reports, vouchers, and other claims against the fiscal year would have been completed and finally accounted for; thus, States would be examining conclusive documentary evidence rather than proposed expenditures which had not been finally closed-out. In addition, fiscal year 1973 was a year when the 1968 amendments had been in full scale effect.

Users of the information contained in the survey must *first* realize that the data was generated from other reports. Information has not been kept in this fashion by States since it is not required by the Federal Government. Thus, at best, these are estimates based in other accounting records. *Second*, one must take special caution because only one fiscal year was used in taking a cross-sectional look at selected expenditures in vocational education. This caution is particularly necessary because of the Tydings Amendment which allows monies to be carried forward into the succeeding fiscal year. When States exercised this option, they were instructed to consider only such funds that were available during the 12 months of fiscal year 1973 for obligation and expenditures. Any funds carried into fiscal year 1973 from fiscal year 1972 were considered fiscal year 1973 funds. Yet, funds carried into fiscal year 1974 were subtracted from the fiscal year 1973 base. One *third* significant reservation is the fact that the term maintenance connotes the continuation of established programs. In order to understand the complexity of this definition, one must realize that States were instructed to count as maintenance any funds used to continue programs which were established prior to fiscal year 1973. This would mean that a completely new program started in fiscal year 1972 would still be counted in fiscal year 1973 as a continuation of an existing program, and would be included in the category of percentage of funds used for maintenance. Obviously, this is not a complete picture of the use of Federal funds but does give gross estimation of the proportion of funds used to continue programs.

A further reservation needs to be made in the area of State administration. States vary so considerably in how they manage their program supervision, administration, and overhead, that it was necessary for us to use a single definition for administration, varying somewhat from those used by some States. Here again, an estimate was necessary. We attempted to obtain the proportion of funds used to continue the existence of the State agency for vocational education and the provision of services for the establishment, supervision, evaluation planning, and administration of programs. As such, we were seeking to determine the exact proportion of funds which were not going into the provision of classroom or laboratory/shop instruction. Such State administration, supervision, and management is very important for the continuation of good instruction; but, we were trying to obtain more explicit information on the proportion of funds used for State level administration.

CONCLUSION

Within the limits mentioned, we feel that the information contained in the survey will provide a new measure of how Federal funds are utilized for vocational education and will provide new insights on ways in which different States make use of Federal funds.

SELECTED DATA ON VOCATIONAL EDUCATION EXPENDITURES, FISCAL YEAR 1973 VALIDATED NATIONAL SUMMARY MAY 14, 1975

Survey of selected expenditures, Pt B., VEA 1968 for fiscal year 1973 national averages

1. Maintenance (38.3 percent):	
States ranged from 0 to 19 percent	7
States ranged from 20 to 59 percent	13
States ranged from 60 to 89 percent	15
2. Improve/extend (18.8 percent):	
States ranged from 0 to 19 percent	33
States ranged from 20 to 39 percent	18
States ranged from 50 to 59 percent	2
3. Establish/develop new programs (25.7 percent):	
States ranged from 0 to 19 percent	33
States ranged from 20 to 39 percent	10
States ranged from 40 to 59 percent	10
4. Pt. B. State level administration (7.6 percent):	
States ranged from 0 to 9 percent	25
States ranged from 10 to 19 percent	20
States ranged from 20 to 34 percent (Alaska, 22 percent; New Hampshire, 21 percent)	8
5. Other ancillary services (11.6 percent):	
States ranged from 0 to 9 percent	25
States ranged from 10 to 19 percent	20
States ranged from 20 to 34 percent	8
Improve/extend and start new programs, (2) and (3) combined (42.5 percent):	
States ranged from 0 to 19 percent	16
States ranged from 20 to 59	30
States ranged from 60 to 74 percent	7
Federal percent of all State level administration costs:	
States ranged from 0 to 9 percent	18
States ranged from 10 to 19 percent	6
States ranged from 20 to 100 percent	29

FISCAL YEAR 1973 PT. B VEA SELECT EXPENDITURE PROFILES, BY STATE

State	Maintenance[1] (percent) (1)	Improve extend[2] (percent) (2)	Develop establish[3] (percent) (3)	Pt. B administration[4] (percent) (4)	Other ancillary[5] (percent) (5)	Total pt. B allotments (thousands) (6)	Percent administration which is State Federal[6] (7)
Alabama	74	10.0	6.0	10.0	0	$7,872	44.3
Alaska	59	14.0	5.0	22.0	0	505	74
Arizona	51	25.0	7.0	12.0	5.0	3,691	78
Arkansas	73	0	.6	10.0	16.4	4,091	74
California	51	25.0	11.0	9.0	4.0	32,059	100
Colorado	16	30.0	33.0	12.0	9.0	5,673	82
Connecticut	28	37.0	12.0	13.0	10.0	4,279	67
Delaware	12	21.0	36.0	16.0	15.0	898	54
District of Columbia	46	8.0	1.0	17.0	28.0	1,164	35
Florida	4	27.0	41.0	12.0	16.0	12,624	95
Georgia	64	3.0	4.0	10.0	19.0	10,257	9
Hawaii	53	9.0	21.0	6.0	11.0	1,581	4
Idaho	68	9.0	9.0	2.0	12.0	1,844	15
Illinois	71	9.0	3.0	5.0	12.0	16,954	53
Indiana	67	10.0	12.0	3.0	8.0	9,917	.28
Iowa	81	0	.3	9.0	9.7	5,075	10
Kansas	60	21.0	0	0	19.0	4,342	52
Kentucky	55	9.0	26.0	6.0	4.0	7,396	9
Louisiana	40	40.0	4.0	3.0	13.0	9,634	58
Maine	59	7.3	16.0	8.2	9.5	2,131	8
Maryland	57	3.0	5.0	5.0	30.0	6,665	52
Massachusetts	2	6.0	55.0	7.0	30.0	[illegible]	8
Michigan	16	22.0	39.0	6.0	17.0	[illegible]	5
Minnesota	13	14.0	52.0	15.0	6.0	[illegible]	64
Mississippi	47	4.0	44.0	5.0	0	[illegible]	4
Missouri	65	14.0	16.0	5.0	0	[illegible]	94
Montana	20	27.0	14.0	16.0	[illegible]	1,707	64
Nebraska	37	24.0	28.0	4.0	7.0	2,879	58
Nevada	40	25.0	15.0	13.0	7.0	726	50
New Hampshire	39	16.0	14.0	22.0	9.0	1,507	16
New Jersey	24	2.0	53.0	11.0	10.0	10,308	9
New Mexico	75	2.0	10.0	8.0	5.0	2,375	5
New York	20	42.0	24.0	[illegible]	7.0	28,878	75
North Carolina	25	25.0	49.0	0	1.0	12,167	.6
North Dakota	62	5.0	14.0	9.0	10.0	1,448	7
Ohio	33	9.0	46.0	5.0	7.0	21,835	86.45
Oklahoma	59	14.0	8.0	11.0	8.0	5,535	47
Oregon	33	29.0	16.0	9.0	13.0	4,084	11.75
Pennsylvania	17	39.0	13.0	6.0	[illegible]	24,693	55
Rhode Island	23	17.0	30.0	11.0	[illegible]	1,995	50
South Carolina	77	5.0	2.0	5.0	[illegible]	6,436	8
South Dakota	61	8.0	2.0	5.0	21.0	1,516	55
Tennessee	43	8.0	7.0	8.0	34.0	8,641	8
Texas	20	12.0	45.0	11.0	12.0	25,657	100
Utah	52	20.0	20.0	8.0	0	2,601	.6
Vermont	89	.5	.5	7.0	3.0	914	5
Virginia	43	7.0	47.0	0	3.0	9,867	2.4
Washington	33	26.0	7.0	18.0	16.0	6,217	63
West Virginia	44	7.0	45.0	3.0	1.0	3,932	47
Wisconsin	33	25.0	18.0	12.0	12.0	8,689	62
Wyoming	50	11.0	24.0	14.0	1.0	691	15
Puerto Rico	30	22.0	13.0	10.0	25.0	6,609	5
Virgin Islands	82	0	0	6.0	12.0	384	12

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[1] Percentage of fiscal year 1973 pt. B Federal funds incumbered or expended to maintain and operate existing instructional programs (OE coded) that were approved prior to July 1, 1972.

[2] Percentage or fiscal year 1973 pt. B Federal funds incumbered or expended to extend any improve existing programs approved prior to July 1, 1972.

[3] Percentage of fiscal year 1973 pt. B Federal funds incumbered or expended to develop, establish and operate new programs approved after June 30, 1972.

[4] Percentage of fiscal year 1973 pt. B Federal funds incumbered or expended for State level administration.

[5] Percentage of fiscal year 1973 pt. B Federal funds incumbered or expended for local administration, teacher training guidance and counseling and other appropriate ancillary services and activities.

[6] Percentage of fiscal year 1973 allotments from the Vocational Education Amendments of 1968 incumbered or expended for State level administration for all parts of the VEA of 1968.

NOTES

No data was gathered for the following outlying areas: American Samoa; Guam; Trust Territory.

National averages total:	Percent
Maintenance	38.3
Improve/extend	18.8
Establish/develop	23.7
Part B administration	7.6
Other ancillary	11.6
Total	100.0

INSTRUCTIONS FOR COMPLETING FORM OMB NO. 51-S74064 (SURVEY OF SELECTED EXPENDITURES UNDER THE VOCATIONAL EDUCATION AMENDMENTS OF 1968)

GENERAL INSTRUCTIONS

Information supplied in response to these five items should be based on financial records kept by the State to account and report Federal Vocational Education allotments. In computing percentages, determine the Part B Federal funds incumbered or expended in Fiscal Year 1973 or carried forward to Fiscal Year 1974 under the Tydings Amendment.

Except for those FY 1973 Part B Federal funds incumbered or expended for local administration, teacher training, guidance and counseling and other appropriate ancillary services and activities, the total amounts used to compute percentages for items 1 through 4 will equal the amount alloted to the State by the Federal government for Part B, of the Vocational Eduction Amendments of 1968.

A program in the context of this survey means any individually, OE coded instructional program. For purposes of this survey, an existing program means that the appropriate State Agency or State Official had approved the program for operation by official action before July 1, 1972.

INSTRUCTIONS FOR EACH ITEM

No. 1.—Determine the percentage of the total Fiscal Year 1973 Part B Federal allocation received by the State which was incumbered or expended for continuing existing programs. (as defined above)

No. 2.—In determining the percentage, include all funds incumbered or expended to extend or improve programs in existence prior to July 1, 1972 by such means as adding training stations, program modifications, remodeling facilities, installing new or additional equipment, (Replacement or repairs to existing equipment or facilities is not considered as improvement or extension of programs) initiating the first use of teaching aides, installing all new instructional materials, for installing a new curriculum, or employing supplementary instructional or guidance personnel for the program. Include the total Part B cost of operating such programs, not only the cost of extending or improving them.

No. 3.—In determining the percentage for this item, include all FY 1973 Part B Federal funds incumbered or expended for developing, installing, and operating *new* Part B programs which were approved after June 30, 1972. When new programs *replaced* programs in existence prior to July 1, 1972, count as new programs all such replacements only when their occupational objectives were *significantly* changed. Those for which objectives were only modified should be included in No. 2 under extending and improving programs. Program approvals after June 30, 1972 which incumbered or expended funds for construction and initial equipment purposes should be included in this item.

No. 4.—In determining the percentage incurred or expended for State level administration, note that administration is a purpose for which Federal funds are authorized under ancillary services and activities. State level administration is not distinguishable in other Federal reports from other purposes such as teacher training and supervision; local administration; evaluation; special demonstration and experimentation; development of instructional materials, etc. In determining the actual percentage of Federal Part B funds incumbered or expended for administration, include only State level administration costs. Include where applicable, normal overhead such as salaries, travel, and office space of State Vocational Education officials and the amount paid to other State agencies (such as budget and personnel offices) for services provided to the State Vocational Education agency and included as an indirect cost.

No. 5.—Determine the percentage of all State level Vocational Education administration costs which are covered by Federal funds provided under all parts of the Vocational Education Amendments of 1968. Use the same definition for administration and the relevant instructions in No. 4 above. The item differs from No. 4 only in that No. 4 concerns itself with that percentage of the Part B Federal funds incumbered or expended for State level administration where No. 5 asks the percentage of the total costs of the State for State level administration of the VEA of 1968 (Include in No. 5 all funds used for State level administration from *all* sources, including those attributable and paid to other agencies by application of the D/HEW approved indirect cost rate) covered by Federal allotments received by the State for this same Act.

SEE EXAMPLE BELOW

OMB No. 51-S74064
Expires January 31, 1975

SURVEY OF SELECTED EXPENDITURES UNDER THE VOCATIONAL
EDUCATION AMENDMENTS OF 1968, PART B FUNDS

UNITED STATES OFFICE OF EDUCATION
BUREAU OF OCCUPATIONAL AND ADULT EDUCATION

FISCAL YEAR 1973

State	Person Completing Report	Telephone No.

(BEFORE COMPUTING PERCENTAGES, PLEASE CONSULT INSTRUCTIONS FOR EACH ITEM)

1. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended to maintain and operate existing instructional programs (OE coded) that were approved prior to July 1, 1972.

2. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended to extend and improve existing programs approved prior to July 1, 1972.

3. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended to develop, establish and operate new programs approved after June 30, 1972.

4. ______ Percentage of FY 1973 Part B Federal funds incumbered or expended for State level administration.

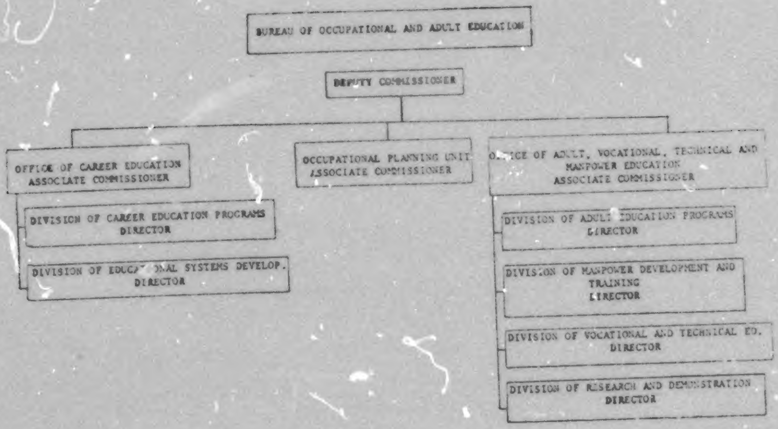
5. ______ In providing State level administration for all parts of the Vocational Education Amendments of 1968, what percentage of such costs were covered by the FY 1973 Federal allotment for all parts of the VEA of 1968.

For purposes of verifying each response, please indicate the total FY 1973 Part B Federal dollar amount used in computing the percentages for items 1 through 4 above, but do not include the Part B amounts which supported excluded activities and services noted in the General Instructions. $______________

This space for use by Regional OE officials.
EXAMPLE:

______ Indirect Cost Rate

$______ Total amount the State Vocational Education Agency was required to pay for indirect costs. (Please explain if computing the indirect cost rate amount would produce a figure different than the amount actually assessed. Also indicate none if payment was not required of the State Vocational Education Agency.)


BUREAU OF OCCUPATIONAL AND ADULT EDUCATION
DEPUTY COMMISSIONER
OFFICE OF CAREER EDUCATION ASSOCIATE COMMISSIONER
DIVISION OF CAREER EDUCATION PROGRAMS DIRECTOR
DIVISION OF EDUCATIONAL SYSTEMS DEVELOP. DIRECTOR
OCCUPATIONAL PLANNING UNIT ASSOCIATE COMMISSIONER
OFFICE OF ADULT, VOCATIONAL, TECHNICAL AND MANPOWER EDUCATION ASSOCIATE COMMISSIONER
DIVISION OF ADULT EDUCATION PROGRAMS DIRECTOR
DIVISION OF MANPOWER DEVELOPMENT AND TRAINING DIRECTOR
DIVISION OF VOCATIONAL AND TECHNICAL ED. DIRECTOR
DIVISION OF RESEARCH AND DEMONSTRATION DIRECTOR

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, MAY 15, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education,
of the Committee on Education and Labor
Washington, D.C.

The subcommittee met in room 2175, Rayburn House Office Building, at 9:30 a.m., Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Lehman, Mottl, Quie, Buchanan, Jeffords and Goodling.

Staff members present: John Jennings, majority counsel; and Charles Radcliffe, minority counsel.

Chairman Perkins. I am delighted to welcome the witnesses today. We have with us Dr. Charles G. Williams, Deputy Superintendent of Public Instruction, Columbia, S.C. and Ms. Ruth Stovall, branch director of the Division of Vocational Education and Community Colleges, Alabama State Department of Education.

I am glad to welcome you.

We also have Mr. O. J. Byrnside, Jr., executive director of National Business Education Association and Mr. Richard Fulton, executive director, Association of Independent Colleges and Schools.

We will first hear from Dr. Williams

You may proceed with your statements.

[Prepared statement of Dr. Charlie G. Williams follows:]

Prepared Statement of Dr. Charlie G. Williams, Deputy Superintendent for Instruction, South Carolina State Department of Education

INTRODUCTION

Mr. Chairman, distinguished committee members, ladies and gentlemen—I come here today cognizant of the high sense of commitment with which members of this distinguished committee pursue their appointed duties.

Be advised that I, also, bear a high level of commitment to my purpose here today—which is, in part, to offer a ringing endorsement of Bill HR 20—which would extend through 1982 the 1968 Amendments to the Federal Vocational Education Act of 1963.

Another purpose—of equal weight and concern—is to apprise this distinguished body of the grave implications nationally for quality vocational education programs if certain alternatives to HR 20 are favored by the Congress. In so doing, I represent Dr. Cyril B. Busbee, South Carolina State Superintendent of Education, who joins me in extending a genuine appreciation for this opportunity to express our urgent concerns in this context.

To set my remarks in proper perspective, allow me to present briefly my program area of responsibility at the state level. In my role as Deputy Superintendent for Instruction, I have direct responsibility for (1) Vocational Education Programs, (2) Programs for the Handicapped, (3) General Education—Elementary—Secondary, (4) Adult Education, (5) Instructional Television Programs, (6) Federal Programs—Titles I, II, I9II, ESEA, EPDA, NDEA–III, (7) Teacher Education and Certification Programs.

Note that references herein to "the basic act and amendments" connote the 1963 Federal Vocational Education Act (Public Law 90–576) and its 1968 amendments.

FEDERAL LEGISLATION AND PENDING VOCATIONAL EDUCATION PRIORITIES

I come before this distinguished body today aware that the Congress has arrived at a crossroad in its leadership over occupational education at both the secondary and post-secondary levels. While I have every confidence that you will act in this matter with sound and studied judgment, I cannot overemphasize that the issue at hand should be treated within its proper context—which is, simply stated, the most crucial turning point for occupational education in this century.

That crossroad, of course, evolves around the future of the 1968 Amendments to the Federal Vocational Education Act of 1963. A diversity of bills now pending would have this subcommittee, and eventually the full Congress, chart a definitive course of action to carry this vital educational system past this crossroad.

Although there may well be other legislative alternatives under consideration, the major ones communicated to us include:

A bill (H.R.19 and H.R.20) to extend Public Law 90–576 through 1982, retaining the existing proviso for a sole state agency to receive and administer vocational education funds.

A bill (H.R. 3037 and H.R. 3021) which would also extend the 1968 Amendments and retain the sole-state agency proviso, but which would increase from 15 to 30 percent the amount of funds allocated for post-secondary programs.

A bill (H.R. 6251) which would extend the 1968 Amendments, and retain the sole-state-agency proviso, but delete all set-asides now provided for except those for disadvantaged and handicapped programs. This measure does call for some reduction in funding for basic programs. However, it also provides for innovational programs of vocational education.

A bill (H.R. 3036) which would split the administration of federal vocational monies now received under the 1968 Amendments by earmarking 40 percent of these funds for post-secondary education, 40 percent for secondary education, and the remaining 20 percent for allocation by state advisory councils (appointed by the governor).

I am aware that bill numbers, and possibly some substantive provisions within bills, may have changed at this point, but these are the major pending alternatives to which I will now address myself.

At the outset, I would emphatically state that, owing largely to the basic act and its 1968 Amendments, South Carolina has enjoyed more progress in expanding and upgrading its vocational programs over the past decade than in all the previous history of vocational education in our state. My comments later in this testimony will speak further to this dynamic progress.

Suffice it to say, at this point, that South Carolina's track record over the past ten years is but one good example of the sweeping progress made possible under the basic act and amendments. Across the nation, there are many other good examples—instances in which vocational education marked invaluable strides because federal funds were available when state/local-level funding was woefully insufficient to spur that progress.

Hence, we need no further empirical studies or investigations to attest to what has been accomplished through the basic act. That attestment is as tangible as the productive and motivated lives of the thousands of vocational graduates who, despite an economic lull, are proud, contributing members in our free enterprise system.

Further, in our state, the State Board of Education (acting through the State Department of Education) has been the receiving and administering agent for vocational allocations under the act. This board's proven ability for sound and farsighted judgment has been a vital link, in fact, in assuring that these federal monies are put to the optimum use in consonance with the act and with the best interests of vocational students.

It should come as no surprise, therefore, that we forcefully recommend continuation of the 1968 amendments and retention of the sole state agency provision, with funding at least commensurate with existing levels and some provision to offset any inflation spiral that would act to reduce those levels.

The implications of two major alternatives before you (H.R. 3037 and H.R. 3036) are frightening when viewed in proper perspective with the progress already made—and which critically needs to be made in the future—in vocational education at the secondary level.

I invite your attention to the chart on the following page, which traces the flow of ninth graders in South Carolina through our secondary education system and on into the job market or higher education.

There are two major conclusions which readily present themselves when this follow-up of ninth grade students is viewed relative to occupational training at the secondary and post-secondary levels.

The first and foremost conclusion is that an overwhelming percentage of our secondary students have a direct, pressing need for training at the high school level that will provide them occupational skills.

Taking data for the most recent grouping (1970–71 ninth graders projected four years later as lost to the system, graduating in 1973–74, etc.), we find that 30.1 percent are lost to the educational system before graduating, while more than 36 percent actually graduate and go directly to work. Thus, 66.8 percent (or 37,035) of those ninth graders in this grouping will, in the absence of effective vocational training at the secondary level, enter a challenging job market without saleable skills.

Further, in this same grouping, nearly 25 percent are found to enter non-technical post-secondary training, leaving only 8.3 percent who actually pursue post-secondary occupational training.

This three-year picture shows an increase (2.2 percent) in the number who go directly to work after graduation.

There is a second significant conclusion to be drawn from this data which relates to the matter of how much funding should be mandated in any future federal legislation for post-secondary training, and to the question of who shall determine this allocation.

The 1968 Amendments currently allocate 15 percent of federal monies for post-secondary programs. However, only 8.3 percent of those 1970–71 ninth graders are shown to graduate and enter post-secondary occupational schools, compared to the 66.8 percent who are shown to need skill training at the secondary level. Thus, the 15 percent allocation to post-secondary programs appears adequate for South Carolina.

In planning for the long range future of a system of education, it would appear that a state system designed to train and prepare its flow of youth for productive employment would be preferable to a system designed to train and retrain its adults. Federal legislation and funding have given leadership to developing a sound system at the secondary level as a top priority. What a tragedy it would be to see the Federal leadership shift its emphasis at this time.

If post-secondary institutions are experiencing unusual financial problems, a better answer might lie in studying the costs of the delivery system rather than reducing the financial support to the secondary program.

Obviously, the 15 percent formula may hold close to the mark for some other states, while for others the figure may fall disproportionately low.

Thus, we find compelling reason for the Congress to leave this determination to the various states in order that individual states answer the crucial question of how much post-secondary funding is essential for their respective manpower development needs.

Against this background, I ask members of this committee to consider the profound implications of the alternative proposals which would mandate reassigning the federal allocation for post-secondary programs to 30 or 40 percent.

Using $10,000 per program as a base, South Carolina would have to close out approximately 175 viable secondary-level occupational programs under one measure (H.R. 3036), and approximately programs under another proposed alternative (H.R. 3037 and H.R. 3271).

NINTH GRADERS IN SOUTH CAROLINA[1]

Year	Enrolled	Lost to system before graduating		Graduating 4 yrs later	Graduate followup									
					Directly to work		Entered tec		Entered 2-yr college		Entered 4-yr college		Entered other schools	
		Number	Percent		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1968 to 1969	54, 760	17, 689	32. 3	[2] 37, 071	18, 589	33. 9	3, 811	7. 0	1, 959	3. 6	10, 799	19. 7	1, 913	3. 5
1969 to 1970	54, 732	18, 582	34. 0	[3] 36, 150	17, 942	32. 8	4, 075	7. 4	1, 893	3. 5	10, 591	19. 3	1, 649	3. 0
1970 to 1971	55, 519	16, 682	30. 1	[4] 38, 837	20, 353	36. 7	4, 622	8. 3	1, 737	3. 2	10, 727	19. 3	1, 338	2. 4

[1] Data from Office of Research, State Department of Education, State of South Carolina.
[2] 1971-72 graduates.
[3] 1972-73 graduates.
[4] 1973-74 graduates.

At this time our public school leadership is moving rapidly to assume more and more responsibility for secondary vocational programs (which has traditionally been basically academic); it would be catastrophic for your leadership to shift emphasis at this time. After decades of Federal leadership and funding, the secondary system is maturing of its own growth and commitment. For South Carolina, and many other states most probably, this is not the time to discourage this program by changing your emphasis.

The growth in state leadership, local leadership commitment and continued Federal funding have spurred our State Legislature to help us keep pace with the rising demand for new secondary vocational programs. We have been fortunate to obtain state funding for new vocational prorgams for the past two years in the amount of $2,105,[illegible]88. However, our State Legislature has nearly exhausted its capacity to help meet our needs for new secondary-level occupational programs.

It is not difficult to perceive, therefore, the dilemma in which South Carolina would find itself if 100 or 175 programs had to be withdrawn from the secondary school delivery system and reassigned to a post-secondary delivery system.

Further, I ask you to examine on its merits the provision in H.R. 3036 for a cumbersome tripartite administration over Federal vocational education funding and programs. Instead of a sole-state-agency which is experienced and proficient in the management of these funds, administration over these monies would be fragmented three ways—in the case of South Carolina, between the State Board of Education, the State Board for Technical and Comprehensive Education, and the S. C. Advisory Council on Vocational and Technical Education.

In addition to weakening management control over these funds, such a proposal severely reduces the options for long-range planning and articulation of these vital occupational programs.

I would raise yet another vital concern should this committee and the Congress pursue that course charted in H.R. 3036. This proposal would mandate to the states that state advisory councils move into the direct administration of occupational training programs—a role not germane to their function or the concept under which they were established.

Our experience in South Carolina has been that our State Advisory Council has been a decided asset to the administration of our S. C. vocational programs It has been such for two basic reasons:

It is composed of persons exceptionally qualified in their respective fields of business, industry, education, etc.—persons who have an abiding commitment to the vocational concept and occupational programs.

It has steadfastly adhered to its advisory function, clearly understanding where the advisory role ends and administration begins.

Long range plan for developing a meaningful system of education for South Carolina includes effective programs for the handicapped, the gifted and talented, kindergartens, academically oriented, disadvantagd, as well as the best we can include in vocational programs.

It is beyond one's reason and imagination to perceive of a meaningful system of vocational training which mandates 30 to 40 percent of its resources to 10 percent of its clientele and has that administered through two boards and an advisory council. It simply defies imagination and can serve only one purpose—relieve an immediate financial problem for one delivery system and set the basic program back 30 years.

In summary, there is an overwhelming need in South Carolina, and in many other states, for sustained federal support to secondary-level vocational programs. This funding has been provided to a sole-state-agency under the 1968 amendments—a system which is a proven framework for progress in meeting the need for such programs. The level of federal support must be maintained, at a minimum, and strengthened, if at all possible, because these programs represent the highest priority for our nation's occupational needs.

Further, extension of the 1968 Amendments would continue the vital federal leadership/support so essential to these needs, while other proposals would mark a profound step backward by substantially reducing secondary-level programs and splitting administration of federal vocational monies into a cumbersome tripartite administrative structure.

VOCATIONAL EDUCATION—THE CONCEPT IN PERSPECTIVE

I would submit that this committee and the Congress would do well, in weighing where to go from here with the 1968 Amendments, to examine where we have been and where we are in vocational education in this nation.

Consider, if you will, the concept of vocational education. Passage of the federal Smith-Hughes Act in 1971 is generally acknowledged as marking the inception of federal leadership in this sector. The concept then called for skill programs relevant to the needs of a largely agrarian economy, with industrial programs an emerging need on the horizon.

One premise basic to that concept was to provide skills to people where they are—skills relevant to needs in their communities. I need not recount for you how this leadership was translated into viable vocational agricultural and home economics programs at the state and local leves. Suffice it to say that many of the needs in this sector were met because federal funding and leadership were there and, in many instances, solely because of this assistance.

I ask you not to overlook, however, that these successes were achieved within an educational community at the secondary level which remained predominantly academic (college-bound) oriented.

With the post-WWII industrial boom, this nation was thrust into a rapid transition from a predominantly agrarian economy to one rich with opportunity for trade and industrial growth.

It was indeed fortunate that farsighted Congressional leaders reacted to this economic shifting of gears by providing federal leadership, again, that would inspire the educational community to meet these evolving needs.

This time, however, there was an exposion of skill needs that demanded sweeping federal leadership. I believe that the authors of the 1963 Federal Vocational Education Act designed that measure to provide the appropriate leadership. In fact, I feel that authors of the act and amendments were asking the nation's educational leaders to seize the initiative—to work toward a truly public-sensitive system of career education that is replete with opportunity for all those citizens it is designed to serve.

In the absence of the basic act, and to some measure in the era before its passage, our nation's educational leaders had little hope for achieving this necessary broadening and updating of the educational system.

One reason was that vocational education was viewed as a second-rate alternative to the academic curriculum, and was seen largely as a need for adults who had, for whatever reason, become terminal within that academic system.

However, with the basic act and its 1968 Amendments, the Congress has not only set forth the concept of vocational education within its desired and proper perspective, but bridged the gap between concept and programs. In essence, the Congress has provided essential funding and standards for vocational education to make the goal of a total career education system an achieveable one.

I strongly submit that the growth and progress South Carolina has enjoyed in vocational education over the past decade have been unprecedented, and stand as one of many attestments that the basic act is one of the most profound steps forward ever taken by the Congress in the field of education.

As I have already established, ours is a state in which more than 66 percent of our students will enter the job market unskilled without viable vocational programs at the secondary level.

Consider, then what we have been able to achieve in the past decade because the basic act and its amendments provided the crucial leadership:

Our secondary vocational enrollment has boomed from some 60,000 students in 1965 to nearly 119,000 today. With zero vocational centers in 1964, we began developing a modern network of centers at the secondary level, matching state/local funds with federal allocations to build and equip the necessary classrooms/labs. We now have an enviable network of 45 vocational centers—a network that is expanding even now. Further, another 16,000 adults are attaining basic and upgraded occupational skills through this same viable system.

It would be a mistake to assume that the contributions of the basic act can be assessed totally in terms of dollars and cents. In fact, its greatest contribution is that it has set forth a compelling incentive for state and local involvement in and support of vocational education.

As you are aware, the 1968 Amendments provided that state plans be devised to insure the orderly growth of vocational education programs. These plans have focused the eyes of state-level leaders on the crucial role that planning must play in furthering these programs, and involved the local public in this fundamental process. It should be noted that not all state plans have inspired proper leadership in this sector, but the amendments have properly set the framework within which to achieve this progress.

Further, many states have been inspired through the state plan experience to move beyond this involvement toward the level of integrated planning that can maximize program successes within the total secondary education system.

In this context, our State Department of Education, functioning through its Office of Vocational Education, now has a challenging commitment to vocational education. In South Carolina, Vocational Education has become an essential entity in a secondary education system that is sensitive to the continuing need for total career education for the individual.

Toward this end, the South Carolina Board of Education in 1971 adopted a comprehensive five-year plan to place in central focus the priorities and goals of our State's basic secondary education system. In so doing, the board took a studied look at impending needs of vocational education to develop not only a structured plan for growth—but one which is predicated upon measurable objectives.

Specifically, vocational education programs now serve 119,000 secondary students in 202 high schools and 45 modern vocational centers. The major goal we have placed before us, incorporated in our Five-year plan, is to make vocacational education available to 100 percent of all secondary students who choose it by 1976–77. To achieve this, we currently estimate that vocational education programs must reach 130,000 high school students by the target year.

Obviously, we would be ill advised to pursue programs for the sole purpose of expanded enrollments. Solid programs—those which afford a future instead of merely a job—are our goals, and it will be our track record in this department that will reflect our ultimate success. We are well aware that there is much yet to be done.

However, the development of a carefully structured plan and specific funding priorities for vocational education in South Carolina have given solid dimension to what we believe is a viable vocational education system.

More significantly, though, it exemplifies a welling sentiment from the grass roots level that the vocational skill development program is as important as any other part of the total school program. This resolve has its origins in the increased support given vocational education over the past ten years through broadened federal and state support.

I am sure you can appreciate that today, more than ever before, we simply cannot afford to plan, fund and administer an educational system which does not respond both forcefully and directly to the highest priority needs of the people it serves.

Experience teaches that this nations' manpower supply is crucial to the success of our economy and to our security, collectively and individually. Clearly, the most logical and efficient means for providing that supply is to train students in consonance with their normal flow through our system of education.

That, members of this distinguished committee, is precisely what we began to do with passage of the basic act and amendments. For the first time since its inception, vocational education has the leadership and the framework within which to meet evolving manpower demands.

Public acceptance of its responsibility to provide meaningful vocational training at the secondary level is emerging as it must emerge if we are ever to succeed in this pursuit. It is no accident that this is occurring—it is a direct result of that federal leadership which I have cited.

Thus, we have arrived at a point in which that leadership is beginning to pay tangible dividends. The message from Congress has been transmitted to both state/local educational leaders and to the public, and it is now being received, accepted and acted upon.

It is therefore inconceivable that the Congress would consider passage of those measures now pending which would dilute and divert this vital federal leadership. As you weigh these proposals, I strongly urge you to sustain the momentum which we have now achieved, and to be mindful that to do otherwise would be as sweeping a step backward as we have made forward through the basic act and its amendments.

VOCATIONAL EDUCATION GROWTH AND MOMENTUM IN SOUTH CAROLINA

To view the dynamic growth of vocational education in South Carolina over the past decade is to understand how well the basic act and amendments have worked, and why they should be continued and strengthened.

I will now review some high points in this growth. As I have already conveyed, this viable occupational education system has emerged not through spasmodic responses to needs as they emerged; rather, we have progressed through a carefully structured plan which identified existing and pending needs, setting realistic goals to meet those needs and measurable objectives against which to weigh our successes and failures.

Thus, programs and construction growth have evolved through a comprehensive plan. For purposes of this testimony, however, I will detail some highlights of that growth under the categories of "Programs" and "Construction."

PROGRAMS

I have spoken already to the need for vocational programs at the secondary level in South Carolina. I would reiterate that, from passage of the federal Smith-Hughes Act in 1917 until the mid-sixties, viable skill training programs on the secondary level were virtually nonexistent outside of vocational agriculture and home economics programs which represents professional commitment to the academically oriented program.

Opportunities

From the mid-sixties to the late sixties, we witnessed a gradual growth of expanded programs. Beginning with the seventies we have experienced a remarkable explosion of opportunities in vocational education programs, owing primarily to the momentum spawned and sustained through the basic act and amendments.

Tangible evidence of this growth is reflected in the construction of 45 modern vocational centers during this period, making skill training in a well equipped laboratory environment available to many high school students in their respective communities. This network is among the finest skill training systems at the secondary level in this nation, and it literally would not be a reality today in the absence of the basic act and amendments—which have been committed over time to developing a secondary level delivery system of voc-ed.

A corresponding expansion of vocational enrollment opportunities has ensued during the same period as comprehensive high school have evolved—offering similar skill training on campuses which previously afforded little salable skill training to students, many of whom were thrust directly into the job market upon graduation or termination of enrollment. Vocational programs now extend into 202 of our 224 high schools.

Where only a few skill training programs were available in scattered locations prior to the mid-sixties, high school students can now choose from among some 60 voc-ed offerings in eight broad educational service areas. Further, and equally significant, what has evolved is a dynamic improvement in the quality as well as the number of programs.

Statistically, secondary voc-ed enrollment in South Carolina has boomed from 73,577 in 1968–69 to 118,940 in 1974–75—an increase of 62 percent. It is especially noteworthy that this increase came during the same period in which total state secondary enrollment declined from 265,247 to 233,801.

Further comparison reveals that voc-ed enrollment, as a percentage of total state secondary enrollment, jumped from 27.7 percent in 1968–69 to 50.8 percent in 1974–75. This growth is charted below:

Year	State secondary enrollment	State voc-ed enrollment (secondary)	Voc-ed enrollment as percent secondary
1968 to 1969	265, 247	73, 577	27. 7
1969 to 1970	263, 795	79, 097	30. 0
1970 to 1971	245, 791	79, 411	32. 3
1971 to 1972	238, 298	93, 870	39. 4
1972 to 1973	237, 675	103, 493	43. 5
1973 to 1974	235, 139	108, 000	45. 9
1974 to 1975	233, 801	118, 940	50. 8

Please refer to the summary on the following pages for a statewide picture of voc-ed enrollment and courses (secondary).

VOCATIONAL EDUCATION SUMMARY STATEWIDE, 1974–75

Vocational program area	Vocational course: Beds activity code	Vocational course: Course title	Statewide, grades 9–12	Enrollment, grade 12
Agriculture	641	Agricultural Science	4, 639	63
	642	Agricultural Production	3, 043	155
	643	Agricultural production/business management	574	281
	644	Ornithology Horticulture	1, 226	270
	645	Agricultural Sales and Service	35	22
	647	Livestock management	73	10
	646	Floriculture	23	0
	648	Agriculture Mechanics I	1, 225	234
	649	Agricultural Chemicals	36	0
	650	Forestry	299	172
	652, 653	Cooperative	45	26
	656	Environmental Science	137	28
	657	Pulpwood Harvest	134	76
	658	Turf and Lawn Management	118	23
	659	Agricultural Experiment	30	0
	660	Agricultural Mechanics II	502	[illegible]
		Subtotal	12, 139	1, 697
Distributive education	682	Introduction to Distributive Education	3, 228	242
	683	D.E. II—Coop	1, 524	1, 495
	687	Fashion Merchandise	67	29
	690	Distributive Education Experimental	241	52
		Subtotal	5, 060	1, 818
Health	705	Health Occupations	364	122
	706	Health Occupations II	60	60
	710	Practical Nursing I	343	334
	711	Health Assistance Program	196	126
		Subtotal	963	642
Home Economics Occupational	721	Child Care	709	397
	722	Clothing Service	131	15
	723	Food Service and Commercial Cooking	1, 127	506
	725	Cooperative Training I	80	0
	726	Cooperative Training II	29	0
	727	Home Economics Experience	75	56
	728	Housing and Home Furnishing Service	43	43
		Subtotal	2, 194	1, 017
T. & I.	741	Air Conditioning and Refrigeration I	608	24
	742	Air Conditioning and Refrigeration II	344	271
	851	Air Conditioning and Refrigeration III	13	13
	743	Auto Mechanics I	2163	74
	744	Auto Mechanics II	1284	1131
	745	Brick Masonry I	1697	50
	746	Brick Masonry II	1306	1013
	747	Building Construction I—Carpentry	1846	134
	748	Building Construction II—Carpentry	1143	766
	854	Building Construction—III	38	38
	751	Cosmetology I	789	28
	752	Cosmetology II	466	449
	753	Drafting I	646	126
	754	Drafting II	239	201
	856	Drafting III	10	10
	755	Electricity I	1768	136
	756	Electricity II	800	631
	757	Industrial Sewing I	1117	470
	758	Industrial Sewing II	240	202
	759	Machine Shop I	647	20
	760	Machine Shop II	408	336
	859	Machine Shop III	18	18
	763	Painting and Decorating I	20	0
	764	Painting and Decorating II	10	10
	765	Plumbing I	235	12
	766	Plumbing II	135	135
	861	Plumbing III	37	0
	767	Radio and TV Repair I	98	0
	768	Radio and TV Repair II	16	16
	769	Graphic Communications I	464	35
	770	Graphic Communications II	187	173
	771	Diversified Occupation I	375	83
	772	Diversified Occupation II	163	149

VOCATIONAL EDUCATION SUMMARY STATEWIDE, 1974-75—Continued

Vocational program area	Vocational course		Statewide grades 9-12	Enrollment grade 12
	Beds activity code	Course title		
T. & I—Continued	773	Welding I	824	[illegible]
	774	Welding II	549	255
	775	Cooperative Training I	115	0
	776	Cooperative Training II	109	31
	778	Appliance Repair I	82	0
	779	Appliance Repair II	38	20
	780	Auto Body and Fender Repair I	328	52
	781	Auto Body and Fender Repair II	179	123
	782	Business Machine Repair I	97	0
	783	Business Machine Repair II	34	10
	784	Cabinetmaking I	41	19
	785	Cabinetmaking II	20	20
	[illegible]	Electronics I	273	23
	[illegible]	Electronics II	153	116
	872	Electronics III	13	13
	790	Sheet Metal I	78	0
	791	Sheet Metal II	57	44
	792	Small Engine Repair	541	87
	793	Tailoring I	31	0
	794	Tailroing II	34	34
	795	Textiles I	465	0
	796	Textiles II	[illegible]	160
	797	Tilesetting I	[illegible]	0
	798	Tilesetting II	[illegible]	15
	799	T. & I. Exp	261	27
	800	Construction and Maintenance Trades	32	22
		Subtotal	23, 909	[illegible]
Office occupations cluster.	980	Stenographic	3, 290	[illegible]
	982	Accounting Cluster	1, 662	[illegible]
	984	General Clerical Cluster	7, 688	2, 372
	986	Senior Intens. Prog. Cluster	226	191
	988	Keypunch Cluster	88	60
	990	Data Processing Cluster	80	15
		Subtotal	13, 034	4, 036
		Occupational total	57, 299	[illegible]

VOCATIONAL ENROLLMENT SUMMARY, STATEWIDE, 1974-75

Vocational program area	Vocational course		Statewide grades 9-12	Enrollment, Grade 12
	Beds activity code	Course title		
Consumer and homemaking (nonoccupational).	667	Basic consumer homemaking	13, 349	128
	668	Advanced consumer and homemaking	4, 344	310
	669	Child development	3, 720	1, 254
	670	Clothing and textiles	5, 026	944
	671	Consumer education	2, 343	1, 390
	672	Family life education	[illegible]	4, 410
	673	Foods and nutrition	[illegible]	[illegible]
	674	Housing and home furnishing	2, 917	519
	675	Homemaking experimental	470	372
	676	Human sexuality	526	[illegible]
		Subtotal	42, 378	10, 836
Prevocational (nonoccupational).	525	Prevocational I	12, 704	63
	526	Prevocational II	6, 257	132
	528	Prevocational experimental	302	0
		Subtotal	19, 263	195
		Nonoccupational total	61, 641	11, 031
		Nonoccupational total	61, 641	11, 031
		Occupational total	57, 299	17, 200
		Vocational education grand total	118, 940	28, 231

Placement

Obviously, enrollment opportunities in voc-ed programs must yield placements in gainful employment to truly represent a step forward for occupational education. The most current data available (on 1973-74 graduates) reflects that more than 84 percent of our secondary graduates from skill programs who are available for placement find placement or enter higher education. This percentage does not include those students who left the school system prior to graduation with a marketable skill and were placed—which woud act to increase the placement percentage.

Refer to OE Form 346-4 on the following page for more detailed placement data.

Adult programs

Due to the placement of training centers in close proximity to homes, enrollment opportunities for adults have increased significantly through the vocational center and comprehensive high school concept.

As a result, there is a continuing demand that vocational centers offer basic and upgrade skill training to adults. Two key factors in this demand are the vastly increased public confidence in vocational programs over the past decade, and the convenience of a vocational center network geographically dispersed to provide adults skill training in their own communities. Our adult enrollment in non-degree programs has now topped 16,000, and demand is increasing for more of these programs throughout the center network.

In summary, impetus provided by the basic act and amendments, coupled with ensuing state and local commitment, has been a prime factor in dramatically increasing enrollment opportunities for South Carolina high school students and adults.

Though considerable growth potential and need exist in voc-ed enrollments, South Carolina now has the mechanism and growing desire to provide students viable vocational courses, giving graduates a heretofore unavailable choice for advancement through gainful employment or higher education.

Administrative responsibility

The most significant development to impact within programs has been the shift of program decision making in vocational education from state leaders to local school educators. Traditionally, the initiation of new concepts and financial support for vocational programs generally originated in state offices, with responsibility for the implementation usually resting with state personnel and the local teacher.

Consequently many local administrators assumed little responsibility for vocational education programs at the high school level.

Probably the most significant result of the 1968 amendments is that responsibility for decision making and administration of vocational programs has shifted to local school administrators. A direct result is the integration of vocational courses into the total context of the high school educational experience, since local administrators are now directly responsible for assessing the potential job markets, and providing appropriate vocational programs.

Local administrators, in choosing the courses to be offered their students, must constantly be sensitive to employment opportunities and needs of their respective community for skill training at the secondary level. In seeking this information, relationships are fostered with business/industrial leaders which keep programs relevant to local manpower needs. Numerous opportunities are also presented for school administrators to defend, support, and create concepts for vocational programs.

It should be stressed that the willingness of local administrators to accept responsibility for voc-ed administration, as well as their success in the role, would not have emerged without the leadership and support generated by the basic act and amendments It is not difficult, therefore, to perceive that continued federal support will be essential to sustain the progressive momentum which voc-ed has achieved in South Carolina.

EPARTMENT OF HEA EDUCATION, AND WELFARE
OFFI OF EDUCATION
WASHI T N, D.C. 20202

PLACEMENT OF PROGRAM COMPLETIONS IN VOCATIONAL EDUCATION PROGRAMS

(Vocational Education Amendments of 1968, Public Law 90-576)

READ INSTRUCTIONS ON REVERSE BEFORE COMPLETING THIS FORM

FORM APPROVED
OMB NO. 51-R1034

STATE/OUTLYING AREA: South Carolina
DATE PREPARED: Dec. 27, 1974
FISCAL YEAR ENDING: June 30, 1974
REPORT DUE: December 31, 1974

EVEL (check one) ☒ SECONDARY ☐ POSTSECONDARY ☐ ADULT (prep.)

VOCATIONAL PROGRAM	COMPLETIONS	STATUS UNKNOWN	KNOWN TO BE NOT AVAILABLE FOR PLACEMENT		KNOWN TO HAVE BEEN AVAILABLE FOR PLACEMENT		
			CONTINUING EDUCATION AT HIGHER LEVEL	OTHER REASONS	EMPLOYED FULL-TIME IN FIELD TRAINED OR RELATED FIELD	UNEMPLOYED (seeking work)	OTHER EMPLOYMENT
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
TOTAL	14872	1295	3777	1894	4726	736	2444
AGRICULTURAL PRODUCTION	1214	77	288	143	454	37	215
NON-FARM AGRICULTURE	1090	80	266	157	349	36	202
DISTRIBUTION	1982	243	521	261	606	134	217
HEALTH	452	33	213	30	98	20	58
HOME ECONOMICS (wage earning only)	694	67	164	111	139	88	125
OFFICE	3340	220	1188	335	989	221	387
TECHNICAL	-	-	-	-	-	-	-
TRADES AND INDUSTRY	6100	575	1137	857	2091	200	1240
DISADVANTAGED	(376)	(57)	(85)	(57)	(114)	(19)	(44)
HANDICAPPED	(336)	(30)	(76)	(38)	(101)	(63)	(28)

INT OR TYPE NAME OF STATE DIRECTOR: L. L. Lewis, Director

SIGNATURE OF STATE DIRECTOR:

FORM 348-4, 4/74 REPLACES OE FORM 3139, 12/71, WHICH IS OBSOLETE.

New curriculum thrusts

We find that the momentum built and sustained for vocational education through the basic act is allowing us to progress toward realization of many vital goals in this sector.

Yet, we find ourselves struggling equally as hard to keep pace wtih the demand for curriculum upgrade as with the demands for increased programs and facilities.

Fortunately, our successes over the past decade have given us renewed confidence that this need, too, can be met. Toward this end, our State Board of Education approved our entry as of January, 1975, into a nine-state V–TECS consortium effort.

Briefly, I would explain that this is the most sweeping program for streamlining our voc-ed curricula that we have ever undertaken. Again, we are dependent upon federal support to carry this comprehensive effort to fruition.

Purpose of the consortium is to provide a mechanism for sharing, on a continuing basis, of the most modern voc-ed curricula materials developed by participating states. All six voc-ed occupational service areas in South Carolina will be included in the program, which has as its major goal to place all voc-ed instruction on an objective, measurable basis. Thus, as students graduate, we will have a standardized gauge on which to measure the quality and extent of their training.

CONSTRUCTION

The broadened scope, direction and relevance instilled within our overall voc-ed programs through our modern center network are indeed the hinge of our dynamic growth over the past decade.

With the passage of the basic act (of 1963) and its 1968 amendments, South Carolina seized the opportunity to initiate a commitment to voc-ed as represented through the development of what we advance today as one of the finest vocational center networks in the nation serving secondary students. That network now includes 45 area vocational centers, and current plans call for continued expansion of this network as we grow toward our major goal of providing voc-ed to 100 percent of the secondary students who choose it by 1976–77.

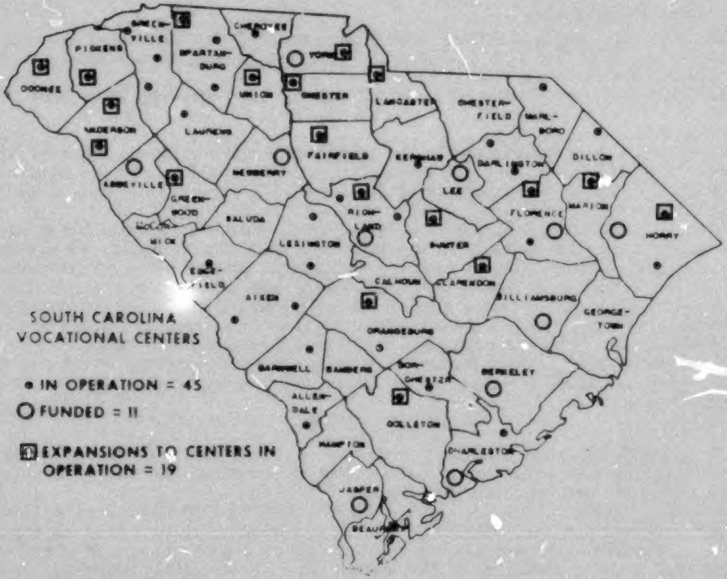
What this distinguished committee should know is that the federal funding provided by the act and its 1968 amendments was the spark which ignited this growth. In proper perspective, this funding alone was not a "total solution" to local needs for such modern centers. Rather, it served as an incentive to our state legislature and local school districts to muster local funding and commitment toward the support of an effective voc-ed system.

Obviously, these centers have provided the essential classroom/laboratory facilities imperative for in-depth occupational instruction—facilities seldom provided within the traditional academic school structure. Too, instruction within these centers affords students training in three-hour blocks daily, as opposed to one-two hours for voc-ed offerings in (academic) high shools.

However, perhaps the most profound impact of these centers is the spirit of commitment to voc-ed which they have evoked. Students, for whom this program is appropriate, now increasingly find occupational education affords a challenge and has a purpose—a meaningful relevance to their future growth.

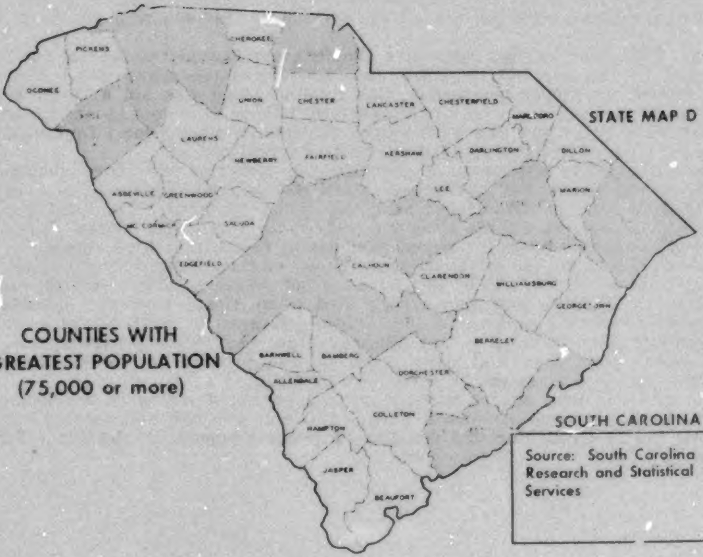
Most significantly, local school administrators have become participants in this new commitment, and have given desired priority to voc-ed program growth—both in centers and in high school facilities.

The attached map charts our current and projected status in development of this impressive center network. Behind this map you will find another which reveals the 11 South Carolina counties of greatest population density (75,000 or more).


OCONEE
PICKENS
GREENVILLE
CHEROKEE
SPARTANBURG
YORK
UNION
CHESTER
LANCASTER
CHESTERFIELD
MARLBORO
DILLON
ANDERSON
LAURENS
NEWBERRY
FAIRFIELD
KERSHAW
DARLINGTON
LEE
MARION
HORRY
ABBEVILLE
GREENWOOD
McCORMICK
SALUDA
LEXINGTON
RICHLAND
SUMTER
FLORENCE
EDGEFIELD
AIKEN
CALHOUN
CLARENDON
WILLIAMSBURG
GEORGETOWN
ORANGEBURG
BARNWELL
BAMBERG
DORCHESTER
BERKELEY
ALLENDALE
COLLETON
HAMPTON
CHARLESTON
JASPER
BEAUFORT

SOUTH CAROLINA
VOCATIONAL CENTERS

● IN OPERATION = 45
○ FUNDED = 11
▣ EXPANSIONS TO CENTERS IN OPERATION = 19


OCONEE
PICKENS
CHEROKEE
UNION
CHESTER
LANCASTER
CHESTERFIELD
MARLBORO
LAURENS
NEWBERRY
FAIRFIELD
KERSHAW
DARLINGTON
DILLON
LEE
MARION
ABBEVILLE
GREENWOOD
McCORMICK
SALUDA
EDGEFIELD
CALHOUN
CLARENDON
WILLIAMSBURG
GEORGETOWN
BERKELEY
BARNWELL
BAMBERG
ALLENDALE
DORCHESTER
COLLETON
HAMPTON
JASPER
BEAUFORT

STATE MAP D

COUNTIES WITH
GREATEST POPULATION
(75,000 or more)

SOUTH CAROLINA

Source: South Carolina Research and Statistical Services

Note that we have erected the 45 modern centers now in operation in only the past decade. Another 11 centers are currently funded, as shown, along with expansions to 19 of the 45 centers currently in operation.

Further, it is significant that all of the 11 counties of greatest population density are served by two or more centers, or have funded construction projects to reach this level of commitment. As well, we find that most of the centers now in operation in these counties have expansions funded for their existing voc-ed centers.

There is yet another dimension to our state's sustained commitment to provide vital voc-ed facilities—that being the construction of voc-ed wings onto new or existing high schools.

Again, with the incentive of available federal-state-local monies, more and more local school districts have taken the initiative to provide these wings—where in-depth (three-hour block) training can also be provided. There are 15 of these new wings now funded, and others are being planned to meet the tremendous need for skill training at the secondary level.

Consider, then, that South Carolina is fast approaching the point when it will have a network of voc-ed facilities sufficient to provide those skills so direly needed by our high school students. That network not only includes those centers in operation/funded and the voc-ed wings already cited, but viable vocational offerings in 202 of our 224 high schools.

My point is not merely that we have enjoyed outstanding progress on the dual fronts of voc-ed programs and construction over the past ten years. Rather, I would emphasize to this committee that this progress is a direct product of the momentum developed and sustained through the basic voc-ed act and amendments. Without that momentum we would clearly not be where we are. To break this momentum by mandating a redirection of federal voc-ed monies would be a modern day tragedy and a step backward toward the past. It would once again reflect a commitment to post-secondary preparation at the expense of the public high school.

THE FUNDING OF VOCATIONAL EDUCATION

It takes not a long look at federal funding for vocational programs and construction in South Carolina to realize how the basic act and amendments have been the backbone of our success.

Again, for purposes of this testimony, I will present these allocations separately.

Programs

I would direct your attention to the chart on the following two pages for a view of vocational program funding in our state over the past five years.

You will note that total expenditures (federal/state/local) for secondary vocational programs have increased some 50 percent over the past five years—an effort to keep pace with the jump in enrollment, which is also up approximately 50 percent over the same period.

With new centers, expansions to centers and voc-ed wings to high schools yet under construction, there is no doubt that South Carolina' secondary voc-ed enrollment will continue to climb over the next several years.

Thus, this combination of sustained program funding—both federal and state/local—will be crucial to meeting this demand.

We have already indicated that public confidence in vocational programs has vastly increased on the heels of strong federal leadership and support under the basic act and amendments. Attesting thereto is the allocation in 1973-74 of $13,490,183 in state/local funds for vocational education secondary programs—an all-time high for our state.

VOCATIONAL EDUCATION PROGRAM FUNDING IN SOUTH CAROLINA, 1969-74

	1969-70		1970-71		1971-72	
	Federal	State/local	Federal	State/local	Federal	State/local
Secondary	$1,901,731	$8,240,494	$2,348,916	$10,105,896	$2,861,381	$8,757,847
Adult	283,250	984,041	168,908	531,876	146,658	161,939
Post Secondary	840,126	810,872	1,053,676	1,015,116	1,069,840	836,188
Disadvantaged	794,448	21,260	834,907	33,990	954,566	32,638
Handicapped	470,687	9,363	635,569	31,670	648,183	65,705
102(b)	182,596	0	294,919	9,417	278,949	22,783
Coop	0	0	270,880	7,020	505,061	21,301
Work-Study	64,369	16,532	47,850	25,580	63,905	15,976
C. & H.	220,792	235,000	436,819	438,789	460,044	2,657,936
Exemplary	118,680	151,300	114	0	172,846	110,905
Research	15,000	16,431	38,044	20,002	300,798	46,052
Totals	4,891,679	10,485,293	6,130,602	12,219,356	7,462,231	13,229,270
Combined annual totals	15,376,972		18,349,958		20,691,501	

	1972-73		1973-74	
	Federal	State/local	Federal	State/local
Secondary	$3,460,440	$10,030,742	$2,702,446	$13,490,183
Adult	50,617	117,743	194,320	26,843
Post Secondary	1,004,676	996,754	1,099,292	1,369,408
Disadvantaged	949,390	94,944	901,860	155,123
Handicapped	627,289	86,602	682,500	97,813
102 (b)	438,533	13,797	411,553	52,568
Coop	425,009	12,719	343,857	24,143
Work-Study	119,035	30,470	108,342	27,086
C. & H.	429,568	2,476,832	592,145	1,773,610
Exemplary	109,250	0	83,516	0
Research	147,237	43,564	201,034	51,757
Totals	7,761,044	13,904,167	7,320,865	17,068,534
Combined annual totals	21,665,211		24,389,399	

At the same time, South Carolina's fiscal standing has moved from an overall budgetary surplus for 1974-75 to a no-surplus condition projected for next fiscal year. Hence, there is ample indication that little or no increase in state voc-ed funds can be expected for next fiscal year, making a sustained level of federal support an even greater necessity than it is currently.

Let me now briefly address the question of the fiscal efficiency and effectiveness of voc-ed programs at the secondary level as against that of post-secondary programs.

I have already advanced the premise that the most logical—and probably the only—means by which we can meet our nation's manpower needs is to train students in consonance with their normal flow through our system of education.

Further, I have testified that more than 66 percent of South Carolina's secondary students will enter the job market unskilled unless they can avail themselves of viable vocational education programs at the secondary level. Obviously, I refer to basic occupational skill training.

It appears that proponents of two major alternative bills to H.R. 20 feel that greater federal emphasis and support should go toward providing this training at the post-secondary level, and/or for the advanced vocational (technical) training now provided at that level.

Not only does this not mesh with the logic of training students in accord with their normal flow through the educational system, but the best indicators available tell me that it would also be economically less desirable to pursue this course.

Assessing fiscal efficiency of secondary versus post-secondary programs of basic skill training is a difficult science, at best. And I do not profess to have sweeping documentation at my disposal to definitively indicate any comprehensive cost analysis of the two systems.

Nevertheless, some insight into the question can be gleaned by considering outlays for the two systems in South Carolina.

Consider, for instance, that our state's post-secondary education system is currently serving about 90,000 students per year with an annual budget of some $48 million—a total (federal/state/local) outlay per student of $533; our secondary vocational education system, for its part, is serving approximately 119,000 students with a total budget of about $20 million (for secondary programs)—a total outlay per student of $168.

In essence, our secondary-level programs are providing these essential job skills at an outlay which is less than one-third that of the post-secondary system.

Hence, it would seem to follow that the expenditure of federal funds to provide basic skill training at the secondary level not only puts these monies in the area of greatest need, but at the level where these skills can be effectively provided at a lower expenditure.

Finally, there is another key point which should be noted in this context of total funding for secondary-level occupational programs as against like funding for post-secondary occupational programs.

Charted on the following page is total funding for both skill training systems in South Carolina over the past six years. Behind this chart is a budget summary for this state's post-secondary programs over the six-year period, as provided by the administering agency—the State Board for Technical and Comprehensive Education.

As the chart on the following page clearly reveals, funding for post-secondary occupational education in South Carolina has arched steeply upward over the six-year period. Thus, in addition to the 15 percent of federal monies under the 1968 amendments that has been allocated to post-secondary programs, funding needs for this system of occupational education have been substantially met through state allocations.

I would further note that this state's post-secondary occupational education funding spiraled from almost $17 million in 1969–70 to some $48 million this fiscal year—a jump of nearly 300 percent. Funding for our secondary-level skill training system increased from $15.3 million to $27.0 million over the same period—a jump of only some 75 percent.

Against this background, I would remind you that secondary vocational enrollment in South Carolina has increased 62 percent over the past seven years, and is continuing to climb. Also, I would reiterate that we have nearly completed a modern network of centers to accomodate this surging demand for secondary-level program opportunities.

Add to these considerations the fact that our labor force for tomorrow is flowing through our secondary system of education—and that 66 percent of South Carolina's ninth graders are shown to flow into the job market with whatever skills they have attained at the secondary level.

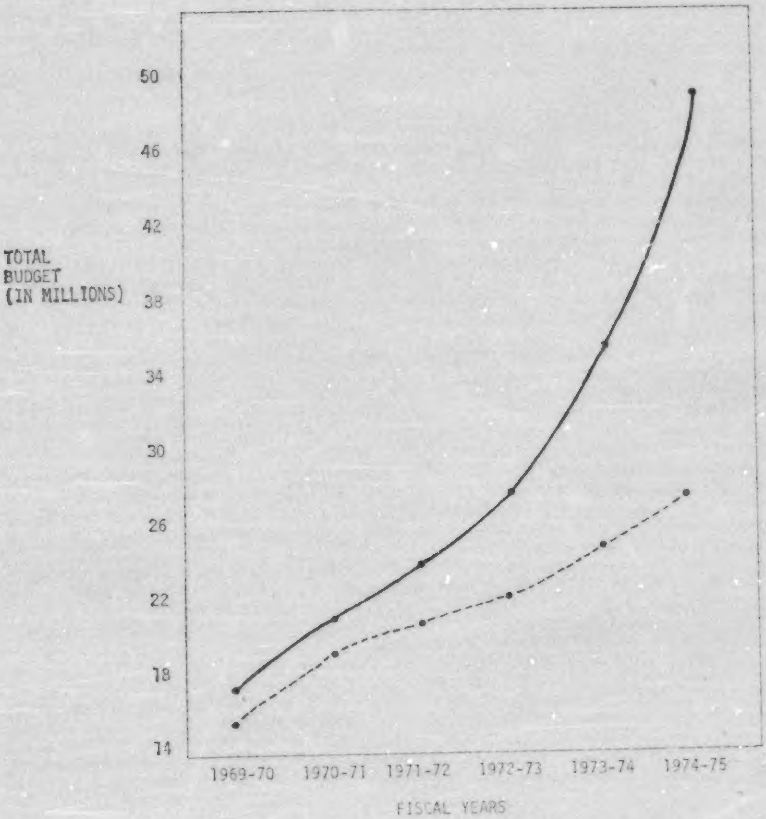
As you weigh these facts, you will find that they evidence a compelling need for sustained and strengthened federal support for skill training programs at the secondary level—and not a shifting of emphasis in the opposite direction.

TOTAL BUDGET TRENDS
IN SOUTH CAROLINA

FOR: TECHNICAL EDUCATION ——•——
(Post-Secondary)

VOCATIONAL EDUCATION- - - • - - -

PERIOD: 1969-1975



AGENCY TECHNICAL AND COMPREHENSIVE EDUCATION, STATISTICAL DATA

Item	Actual 1969-70	Actual 1970-71	Actual 1971-72	Actual 1972-73	Actual 1973-74	Estimated 1974-75	Requested 1975-76
Total funds (in thousands)	16, 856	20, 398	23, 780	26, 517	34, 619	47, 804	53, 818
State appropriation (in thousands)	10, 786	11, 878	13, 575	16, 383	19, 281	27, 134	31, 388
Number of employees	1, 201	1, 300	1, 421	1, 699	1, 979	2, 266	2, 646
I. Technical education institutions:							
Number of institutions	15	16	16	17	19	16	16
Number of campuses	15	16	16	17	19	18	18
Instructional activity:							
Curriculum programs:							
Quarter credit hours	539, 447	672, 264	827, 603	1, 006, 470	1, 317, 373	1, 541, 311	1, 807, 470
Full-time equivalents	11, 988	14, 939	18, 391	22, 366	29, 275	34, 251	40, 166
Continuing education programs:							
Student contact hours	634, 016	752, 806	1, 125, 389	1, 458, 671	1, 663, 022	2, 109, 504	2, 288, 338
Continuing education units	63, 402	75, 281	112, 539	145, 867	166, 302	210, 950	228, 834
Community service programs:							
Number of enrollees	8, 778	9, 646	10, 961	12, 745	13, 853	15, 837	17 095
Secondary vocational education Programs:							
Student contact hours	204, 660	357, 258	308, 160	306, 360	257, 010	299, 210	297, 930
Number of students	569	922	856	851	844	679	628
II. Industrial services: Trainees in special schools	4, 534	3, 804	5, 403	5, 054	3, 759	8, 000	6, 700
III. Federal manpower programs: Number of enrollees	4, 309	3, 524	3, 277	2, 887	1, 937	1, 880	1, 800

Construction

One of the most profound indications of what federal leadership has meant to our occupational education system in South Carolina is the construction investment in vocational education from passage of the basic act in 1963 to the present.

The chart on the following page traces that investment during this period, and you will note that an impressive $55 million-plus outlay has been made in little more than a decade. The tally represents total investment for voc-ed construction in our state over the period, including:

Our 45 centers now in operation, and expansions to them completed or under construction.

Another 13 voc-ed center expansions funded but not under construction.

Ten voc-ed centers funded but not under construction.

Sixteen voc-ed wings which have been funded for our State's high schools.

A special research and development project in career education.

There are two aspects of this total investment which are most striking. One is the overwhelming state and local outlay of nearly $37 million—accounting for two-thirds of the total investment. The other is the experience that, without the incentive of substantial federal funding through the basic act and amendments, that state/local outlay would never have been made, or it would have been at a meager level.

I would emphasize, again, that the level of commitment to vocational education through the basic act and amendments has lent invaluable leadership on the dual fronts of vocational programs and construction. In South Carolina, as in many other states, voc-ed construction allocations have moved us toward a long needed system of classrooms and labs in which to house viable occupational programs; likewise, voc-ed programs have been modernized and keyed to local business/industry needs, and are now proving their effectiveness as voc-ed graduates in increasing numbers move into productive positions within our labor force or progress into higher education.

SOUTH CAROLINA VOCATIONAL CENTER AND WING FUNDING, 1963–75

Project	Federal	Coastal plains	Appalachian	State	Local	Miscellaneous	Total
45 voc-ed centers in operation—with expansions completed or under construction	$9, 834, 526	$1, 321, 329	$6, 613, 563	$6, 582, 792	$11, 494, 061	0	$35, 846, 271. 00
Voc-ed center expansions funded but not under construction (13)	0	0	0	2, 794, 000	822, 998	0	3, 616, 998. 00
Voc-ed centers under construction (6)	0	300, 000	0	3, 410, 000	835, 858. 70	1, 036, 314	5, 582, 172. 70
Voc-ed centers funded but not under construction (4)	0	200, 000	0	3, 000, 000	900, 000	0	4, 100, 000. 00
Voc-ed wings to high schools—funded and under construction (9)	0	225, 000	0	3, 825, 000	1, 275, 000	0	5, 325, 000. 00
Voc-ed wings funded but not under construction (7)	0	0	0	600, 000	200, 000	0	800, 000. 00
Special Research and Development Project (1)	45, 945	0	0	0	24, 000	0	69, 945. 00
Total	9, 880, 471	2, 046, 329	6, 613, 563	20, 211, 792	15, 551, 917. 70	1, 036, 314	55, 340, 386. 70

CONCLUSION

As I stated at the outset of this testimony, I feel the decision before this committee and the Congress in this matter is the most profound consideration in this century for our emerging system of occupational education.

Considerable attention is being focused on this matter by educational professionals across our state, as well as by other community leaders at the state and local level.

Our State Board of Education, for its part, has gone on record as strongly opposed to any proposals which would eliminate the sole-state-agency provision now in force.

In essence, South Carolinians are keenly aware that their vocational education system has, after much commitment and sacrifice, arrived at the point where [illegible] can pay significant dividends on what is a substantial investment.

There is another group which has asserted its concern over the legislation now pending before you—that being the South Carolina Vocational Directors Association. This group, which includes directors of our modern voc-ed centers and county directors of vocational education, has become a respected opinion leader in our state's occupational education community.

On the following page you will find a letter from the president of this association—Mr. T. A. Jackson, Director, Lancaster Vocational Center, Lancaster, S.C.—detailing that body's position on the legislation now before you. Jackson also serves on the prestigious 21-member National Advisory Council on Vocational Education.

Finally, I am sure members of this distinguished committee are aware that we are only some five years away from the point when 80 percent of the jobs in our nation will require less than a four-year college degree, according to U.S. Department of Labor estimates. I trust you will not now act to divert funds from or otherwise weaken that system of vocational education at the secondary level which can, with sustained federal leadership, shoulder a lion's share of the mammoth task before us to provide this strong labor force.

March 26, 1975.

Hon. CARL D. PERKINS,
Chairman, House Subcommittee on Elementary, Secondary, and Vocational Education, U.S. Congress, Washington, D.C.

DEAR SIR: I am writing you on behalf of the South Carolina Vocational Directors Association and urging you and your committee to support us in the effort to maintain continuation of the Vocational Amendments for 1968, which are up for renewal this year.

These amendments have meant great growth in our State and throughout the Nation in the area of Vocational and Postsecondary education. We feel very strongly that the continuation of these amendments in the present form will enhance even further growth. We do not approve of proposals which would separate vocational funding into two separate blocks and sole state agency concept must be retained. Most states are giving more than the required 15 percent set aside to postsecondary vocational programs. The distribution of these funds within each state should be based on a needs assessment and effective planning, rather than the results of a turfmanship battle. The 15 percent set-aside should be retained as in the '68 amendments. We oppose the postsecondary education bill in its entirety.

I, as president of the Association, as speaking for the Association members as a whole and myself as a member of the National Advisory Council on Vocational Education.

Sincerely yours,

T. A. JACKSON,
President.

STATEMENT BY DR. CHARLIE G. WILLIAMS, DEPUTY SUPERINTENDENT OF PUBLIS INSTRUCTION, COLUMBIA, S.C.; MS. RUTH STOVALL, BRANCH DIRECTOR, DIVISION OF VOCATIONAL EDUCATION AND COMMUNITY COLLEGES, ALABAMA STATE DEPARTMENT OF EDUCATION

Dr. WILLIAMS. It is a pleasure for us to be here. Before I make my remarks, I would like to introduce some folks that are with me from South Carolina.

Chairman PERKINS. We will be delighted if you introduce those gentlemen.

Dr. WILLIAMS. Our State director of education, Dr. Cyril Busbee, joins me in expressing appreciation for this opportunity to express our views here.

Also we have Col. Bill Pinson, chief supervisor of ancillary service in the office of vocational education and Mr. T. A. Jackson, local director of the Vocational Center and also a member of the National Advisory Counsel of Vocational Education for South Carolina.

In looking at the present alternatives being considered by the committee, it appears to me at least that the Congress is approaching a vast fork in the educational road to progress, at which point a decision will have to be made as to which fork in the road to follow.

I think it is worth noting that probably the congressional leadership which brought us to this point in the road has been depleted through the various methods of changing the membership of Congress and a new group will be dealing with the decision as to where we will take education from this vast fork in the road.

Seemingly, from the thinking that has come before your committee, from which choices have been made, there is a group that is recommending that we earmark, set aside 30 percent of the available funds in going down a new course that would provide more money for the system of education, designed to teach occupational skills at the postsecondary level, but maintain a single State agency as the administering group.

As a second group that is coming to this vast fork in the road, that we can do a better job for this Nation if we set aside 40 percent of the money for a system of postsecondary training and divide the leadership among three groups, as it relates to our State.

There is a third group that I understand is coming before you and it is a part of the legislation that says, "This fork in the road should lead us to more innovation and less money in the basic program."

Then, the fourth alternative in this decision is to extend the progress that has been charted and made up to this point within our system of education.

My purpose in being here is to try to recommend that in these alternatives that are before you, that you weigh the ultimate and future results for a system of education, as far as the 30 to 40 percent set-aside for a system of postsecondary occupational training, with various agencies making decisions about what is meaningful, that it is probably worthy of serious thought and deliberation before you choose that fork.

The guidance that you would get suggesting that we set aside money for innovation, rather than providing classroom instruction is probably questionable. We don't need more innovation. We need more programs. If I had to be honest, we probably wasted more money in innovation that we can justify to the people of this Nation. We know more answers than we have money to provide programs for.

You do not have to innovate to turn out welders or mechanics or nurses, but you need money, people and facilities and I would urge you, as you look upon the alternatives that are being placed before you, in this fork of the road, that you look seriously to determining if that is the major problem.

My purpose is to try to provide some thoughts in support of defending what we have done, up to this point in time. Now, to place my remarks in proper perspective, and in order for you to understand my biases, allow me to present briefly my prime area of responsibility at the State level. As deputy superintendent for instruction, I have responsibility for vocational education programs, programs for the handicapped children and adult education, Federal programs under titles I, II, III, and elementary and secondary education programs, for kindergarten, as well as teacher education and certification programs, and I bring somewhat of a different perspective, than simply relating to one side of the program.

In fact, the day before yesterday, I appeared before the Senate Educational Committee in behalf of the handicapped program and I think I do present probably more of a systematic concern than a biased concern and I would offer in that respect our perspective in South Carolina in looking at what has happened to our students and the kinds of programs they need.

In my prepared testimony, which I hope you have a copy of, on page 4, I have presented a chart of information that follows our youngsters from grade 9 through graduation and what happens to them after graduation. I have taken 3 years of students in order to emphasize, as you look down these forks in the road, that you must choose, or go off between them into the wilderness, most probably, I have taken the school year 1968–69 and followed it through to graduating class in 1971–72.

We had 45,000 children in the 9th grade and before they graduated, 17,000 had left the system, 32 percent. We graduated 37,000 of those children in 1971–72. Thirty-three percent went directly to work or 33.9 percent. Seven percent entered postsecondary technical system, 3,800 children, and 1,900 went into our 2-year junior college system and 10,000 went into the 4-year academic program and 1,900 or 3.5 percent entered other kinds of schools like barber and beauty colleges and this type of thing.

As I followed this, year by year, it becomes evident what is happening in our State, is that we are losing from the system of education, about 30 percent of the children before graduation. We are graduating and sending directly to work about 35 percent. If you put those two groups together and compare it with the group that is entering the postsecondary system, which is about 8 percent, or 8.3 percent, it becomes quite obvious, if you look at these alternatives in the fork of the road, that those proposals that are being made to you and your committee, that you set aside 40 percent of the money to serve 10 percent of the children, at least as it relates to that percentage of it, it is highly questionable.

It is my thesis and the point of my presentation, we would like to see that decision left to South Carolina, as we attempt to try to provide a program.

I would offer one other piece of information, to show what we have done, and I think this highlights some of the present controversy. At about the same time we put forth a converted effort, finally coming to the realization and acceptance of the fact that all children are not going to college, all children are not going to some postsecondary system, we began to expand an offensive program of inschool vocational training and I think in all honesty, the work that lead us to this point is the basic fact of this amendment, has been benchmark that led us to where we are today. But, if I look back to years 1968–69, we had 265,000 children enrolled at the secondary levels of 9 to 12 and in our secondary vocational program we had 73,000 children enrolled, which is 37.7 percent of the potential enrollment in occupational training.

I would go back to the other figures used earlier. Thirty percent of those would leave school and 35 percent would go directly to work and we had 27 percent in skilled training programs.

During the preschool year, our enrollment, and I will not take time to enumerate the growth between 1968–69 and the present year, but, as we have a reducing secondary enrollment of 233,000 children, we are enrolling 118,000 in meaningful inschool vocational programs, representing 50 percent of the secondary enrollments.

My purpose in citing this to you is to reemphasize the point that in our State, and I am sure in many States, we have initiated a vast inschool occupational training program, designed to meet the needs of our State and at the same time we initiated an expansion of our system at the postsecondary level.

We have entered into a time when the State of South Carolina has attempted to expand both the in-school program, which I think you can see from my information represents a move from 27 percent to 50 percent of the in-school children, and at the same time, we initiated a system to improve the postsecondary program. It is at this point, we come to some potential conflict.

Let me trace for you just briefly, the budgetary commitments for these two programs. In 1969–70, combined Federal, State, and local moneys in the vocational programs of our State, was $15 million. In 1973–74, the combined Federal and State fund was $24 million, an increase of about $9 million, at which time we had almost doubled the enrollment, moved it from 27 percent to 50 percent of the children in meaningful high school programs.

As I indicated, we also expanded the postsecondary program in an attempt to provide a meaningful manpower development program for all of our children and looking at the budgetary commitment, and I want to make sure that the committee hears the contents of this next remark because it probably is the key to the information that I would like to leave for your thought, that is, that in initiating two vast and costly systems, an in-school system and a postsecondary system, in South Carolina we moved from a $15 million commitment to a $24 million commitment for the in-school programs and between 1969 and 1970 and 1973–74. At the same time, in the postsecondary program, in 1969–70, from the information we received from that agency, we moved from a $16 million budget to an estimated $47 million budget over the same growth period.

I would call to your attention the fact that we have moved from 37,000 in-school children to 117,000 in-school children on a $9 million budget increase.

Our postsecondary system has moved from $16 million to $47 million over the same period of time and we will present evidence to you that your decision should be to choose that fork that would give them 40 percent of the funds. If you tie the two pieces of information I tried to present to you, in terms of what is happening to our youths in our State, with 66 percent of the youths either dropping out of school or going directly to work from the 12th grade, on a budget of $24 million, with a $9 million increase, to a postsecondary system that is absorbing about 10 percent of the children, moving from $16 million to $47 million, is a highly questionable ratio of expenditures.

I would offer the thesis that if there is a financial crisis at that level that we would look at the delivery system. The solution does not lie in removing funds from the in-school program, which serves the flow of children through the educational system to put it into a much more costly system after one has either dropped out of school or found themselves unemployed.

I would urge you, as you look at the choices before you, at this vast fork in the road, that you relate to what it is you are trying to do, and that is create at the Federal level the system of education that serves this Nation.

We have, and still support, the thesis that any nation that hopes to build a manpower system that better trains the youths as they come through the system, not plan for training and retraining of its adult population. That is a losing proposition from the beginning and the present provisions of vocational legislation do permit each State to assess its own needs to determine its manpower needs and make those decisions under a single agency.

I would offer for you, at least one other piece of information that ought to prove encouraging to you, as you provide leadership from this level, and that is looking at the construction of vocational facilities in our State, we have 45 comprehensive vocational centers in operation over our State with 11 already approved for funding and expansion, scheduled for 17 more.

I would offer you one piece of information; In 1967–68, when the Federal legislation permitted construction, we matched $1.03 for each dollar you put in to that program in South Carolina. In the construction in the present school year, the State of South Carolina is putting up $122 for every Federal dollar we put in construction.

I think you can see that the leadership that opened the door for this program has really pushed it into State support, and we are now yielding $122 in construction money for every Federal dollar we are spending. When this was initiated, we were spending $1.03 for each dollar you put into it. I don't think, in many instances, you can find that kind of return on the Federal investment in any program that you funded.

Without belaboring the point, I would say we have added to the evidence in our system of trying to initiate an in-school program as well as a postsecondary program, to ask you to consider seriously those decisions in the fork of the road that would leave critical decisions to us, South Carolina, not mandate them into law to lock us into a system that won't serve us very well at this point in time.

Chairman Perkins. Thank you very much.

I will defer my questions and call on the Congressman from Alabama to introduce our next witness.

Mr. Buchanan. Thank you very much, Mr. Chairman.

This is a very great pleasure to me to present to the committee Ms. Ruth Stovall, branch director, division of vocational education and community colleges in the Alabama State Department of Education. I think she is representative of the fact that our State is attempting to give leadership in various ways. Some of our key leaders are women. We have also had a woman Governor. Ms. Stovall, herself, has given fine leadership. We are trying to live according to the law in terms of the equality of opportunity by sex, as well as race, and our State has profited greatly from the leadership of people like Ms. Stovall.

[Prepared statement of Ruth Stovall follows:]

PREPARED STATEMENT OF RUTH STOVALL, BRANCH DIRECTOR, PROGRAM SERVICES BRANCH, DIVISION OF VOCATIONAL EDUCATION AND COMMUNITY COLLEGES, ALABAMA STATE DEPARTMENT OF EDUCATION

Mr. Chairman and Members of the Committee: On behalf of the 235,588 secondary, post-secondary and adult students enrolled in vocational education in Alabama, and the 51,000 students in the junior college programs under the administration of the Division of Vocational Education and Community Colleges in the Alabama State Department of Education, we thank you for the leadership which you have exercised in making vocational education and junior college programs available. Perhaps it is in order to express acknowledgement and appreciation to your predecessors who were forebearers of the foundation upon which vocational education has been able to do so much for the citizens of the State of Alabama and the Nation. In like manner, the next generation will owe a debt of gratitude to your Committee because the future of vocational education will remain in your hands with regard to the deliberations and subsequent actions of this Congress. Prospects for the future will be affected, in no small measure, by the course of your action. It is to this course that I am here and am privileged to speak. We seek your continued help. The package in which this help comes is also of much concern to us in Alabama.

There are those who would counsel you to fund vocational programs with equal percentages to both secondary and post-secondary programs. When considering equal percentages in appropriations to these vocational segments, we are reminded of the wise old sage who said, "There is not anything more unequal than the equal treatment of equals." The needs of the secondary and post-secondary segments of vocational education are not equal in Alabama. In FY '74, there were 127,637 students enrolled in secondary vocational programs, while 25,004 were enrolled in post-secondary vocational programs.

Alabama ranks close to the bottom nationally in the number of students who graduate from high school, much less who go to college or to post-secondary institutions.

Between grades 5 and 12, the drop-out rate is 41% in Alabama; whereas in the same grades through the Nation the drop-out rate is 25%.

During the past year, the Alabama Advisory Council on Vocational Education (*9, 10*) published the brochure entitled—"What About Alabama's Other 88%?" In this brochure you will notice that of every 100 students who enter the first grade: 26 migrated from state; 22 dropped out before they graduated from high school; 28 did not seek further education beyond high school; 52 graduated from high school; 24 continued their education beyond high school; 12 dropped out of college before they secured a four year college degree; 12 secured a four year college degree.

You can readily see that with only 12 graduating from a four-year college out of 100 entering the first grade, the question—"What About Alabama Other 88%?"—is an appropriate consideration.

As shown on the brochure, the projected vocational education appropriations needed for the biennium 1974–76, reflects the differences in funds needed for secondary and post-secondary programs. Forty-three million is a documented need in high schools as compared with 29.4 million in technical institutes and 2.4 million in junior colleges.

More recent data shows that the same relative differential in vocational needs at the secondary and post-secondary levels still exists.

In a survey conducted in September, 1974, local school superintendents indicated the need for 5,239 vocational teacher units by 1980. This represents an increase of 134% over the current 2,243 teacher units. (7)

There is a need for expandng the offerings in post-secondary institutions but the need is not as pronounced. In December, 1974, there were 4,562 student applicants which could not be admitted because resources were not available in state technical colleges due to inadequate funding. (*8*)

At both the secondary and post-secondary levels, vocational education is a viable, growing program which the citizens are demanding and for which increased funding is urgently needed. We need federal funds for all segments of vocational education, but a set percentage basis for distributing the funds would prevent our utilizing the funds in keeping with the identified needs in Alabama.

We request you to give the states the flexibility of allocating the resources to meet the needs of each segment of vocational education.

The demand for vocational education in Alabama has increased steadily over the years on both the secondary and post-secondary levels. Enrollment in secondary programs has increased from 91,883 in 1970 to 127,637 in 1974—a 39% increase. (*1*) Correspondingly, post-secondary enrollments increased from 15,354 in 1970 to 25,004 in 1974—a 63% increase. (*1*) The adult enrollment continues to reflect the increase in services and quality of the programs now being offered.

The vocational enrollment in Alabama per 1,000 population increased by 22% during these same years. (7) Alabama went from below to above the national average of enrollment per 1,000 population during this time.

The growth in enrollments in Alabama in vocational education is exceeding the corresponding percentage growth in expenditures of funds. From 1971 through 1974, expenditures increased by 24% while enrollments were increasing 53% during the same period of time. (*1, 2*)

Even with the increase in enrollments aforementioned, there still exists a tremendous need for expanding vocational education in Alabama. During the school year 1973–74, 27% of Alabama's high school students were enrolled in occupational vocational education. (*1*) Thus, the large majority of students in Alabama, as pointed out by the U.S. Chamber of Commerce, are enrolled in a course of study which has, as its major emphasis, preparations for colleges—even though only two out of ten jobs between now and 1980 will require a college degree. Thus, almost eight out of ten students will receive an education that will prmarily benefit only two out of ten students. (*3*) Emphasized another way, the unemployment rate of graduates from secondary vocational programs in Alabama is approximately one-half the unemployment rate for graduates from academic programs. (*4*)

In addition to a higher employment rate, the secondary graduate of vocational programs enjoys a better earning rate than that of the academic graduate. For example, the secondary vocational graduate can expect to make about $667 more per year than the academic graduate. This means an increased earning power of $13,340 per year for a class of 20 students. Approximately 30% of this will be returned to society in the form of taxes which will result in an increased annual return to society of $4,002 in the form of taxes from one graduating vocational class. (5)

The services now being rendered are great; however, the potential for tomorrow is even greater. In H.R. 3036, legislation is directed toward the superimposement of boards upon super-boards that are "advised" already by other councils and commissions in the administration of vocational funds. Alabama is deeply committed to a wide base of involvement in decision making. Be that as it may, there comes a time when "someone" and/or "some group" must assume sovereign responsibility for vocational education programs. Alabama applauds the State of Washington's Coordinating Council for Occupational Education for calling upon its Legislature to create a single management and planning agency for vocational education. My professional background is Home Economics Education. There is an old saying that possesses much merit—"too many cooks spoil the broth"—or, "too many boards, councils, and/or commissions spoil and/or inhibit the development and implementation of vocational programs". I make this statement based on the premise that there is a difference between authoritarianism and authorities in the field. We deplore autocracy, while respecting "authority"—the kind of authority that provides the leadership for broad involvement in decision making for developing programs in vocational education which develop free men and women—men and women of dignity with faith in the divinity of their own natures—men and women with the know-how of self-government and the skills of self-support, rather than men and women who refer their problems to centers of despotism whether they be individuals, boards, councils, or commissions. We urge you to make it possible for states to develop programs for now and the future which provide this hope.

A single state agency for vocational education is seen as essential to the task of planning and administering a comprehensive program which will meet the total vocational needs of the population. A tested principle of administration which involves planning admonishes the:

(1) Determining of the priority needs.
(2) Assessing resources.
(3) Allocating resources to meet those needs most effectively.

We believe that states can best determine vocational needs and administer programs to meet them through a single state agency, provided the Federal Legislation gives the states flexibility to allocate the resources to each segment of vocational education where the needs are rather than on a preset percentage basis.

We applaud you for the provisions in the Vocational Amendments of 1968, which place the responsibility for planning on the states, vested in a single state agency. We support the proposed legislation in H.R. 3037, "The Vocational Education Amendements of 1975".

In this testimony we have taken issue with some of the provisions of H.R. 3036—Post-Secondary Vocational Education Act of 1975—because we do not believe these provi[illegible] be in the best interests of post-secondary vocational education, much [illegible] of vocational education in its broad perspective.

Again, may I [illegible] you as a Committee for the Vocational Amendments of 1975 as legislation which will help lift the level of living for my State of Alabama and for the Nation.

SOURCES

(*1*) Report to U.S. Office of Education–Forms 3138 and 346.3., 1970–74. HEW, Washington. D.C.

(*2*) Report to U.S. Office of Education, Form 3131 and Form 601T., 1970–1974, HEW, Washington, D.C.

(*3*) *Career Education, What it is and Why we Need it from Leaders of Industry, Education, Labor and the Profession*, Chamber of Commerce of the U.S., 1975.

(*4*) Occupational Research and Development Unit. *Secondary Vocational Terminees Follow-Up Summary Report*, Auburn University, Auburn, Alabama, November, 1974.

(*5*) Ernest W. Stromsdorder. *Review and Synthesis of Cost-Effectiveness Studies of Vocational and Technical Education*, Ohio State University, Columbus, Ohio, August, 1972.

(6) "Current Population Report", pg. 25, U.S. Department of Commerce, Social and Economic Statistics Administration, Bureau of Census, September, 1974 (As referenced in Project Baseline).

(7) Staff Study, 1974, Division of Vocational Education–Form VE 8-26-74.

(8) Alabama Advisory Council on Vocational Education General Council Meeting. April 24, 1975.

(9) Annual Report, Statistical and Financial Data Issued by the State Board of Education.

(10) American Education, U.S. Department of Health, Education, and Welfare, Office of Education, Washington, D.C., May, 1975.

Ms. STOVALL. Thank you very much, Congressman Buchanan.

Mr. Chairman, Congressman Buchanan and other members of the committee, it is a real pleasure to appear before this committee and we are proud of your leadership, Mr. Perkins, and also your leadership, Congressman Buchanan, and this committee in the House of Representatives.

I understand that you have had some 40 days of hearings with hundreds of pages of testimony in relation to vocational education and after hearing such awesome figures, I can only say:

Bless you and especially bless you for your concern for vocational education and also for taking the time out of your very busy schedule to hear the issues which are being voiced throughout the Nation in relation to vocational education.

Now, there is a little poem that seems to describe your committee and that poem goes like this:

> **With the passing of the years, one knack you now possess, you are standing for more and more, and falling for less and less.**

I have been in vocational education, Congressman Buchanan, as you know, long enough to have worked as a teacher and as a supervisor and as an assistant director under the provisions of the Smith-Hughes Act, the George Barden Law, the Vocational Education Act of 1963, which we affectionately called the Perkins bill for a good many years, and now under the 1968 amendments.

As you look back at programs that have followed under the legislation through each succeeding act, your committee has taken a stand for more funds and for better vocational education for more and more people.

Through your leadership and through your legislative effort, you have made it possible for vocational education to become such a viable program for teaching people to live and to earn that it seems now that everybody wants a piece of the ax and you have proposed legislation that has come to you from many groups and from many corners.

Now, this week I have been here in Washington attending the annual meeting of the State directors of vocational education, and we have been reviewing some of the many bills that are before your committee. One of the best sessions was held yesterday afternoon when Jack Jennings and Charley Radcliffe, of your committee, were on our program and they, together with counsels from Senator Case's committee, I want you to know, did a tremendous job, in fact a superior job in presenting the issues.

Now, although all of the bills that you are considering have some commendable sections we know also that all of them have some weak areas and in discussing the various bills this week, it is real easy to see that you have a very hard job to come up with a bill that is better than the 1968 amendments. The State director of vocational education this week seemed to be saying, after full consideration of all of the possible alternatives, that if the 1968 amendments were extended, with the authorization fund for every part of the act, that we could get along very well until 1982, provided Congress would appropriate funds in keeping with the authorizations.

Now, the formal testimony which I am here to present, is in your hands, together with a brochure and this is not a brandnew brochure, it was prepared, I believe, about a year and a half ago, but it is entitled, "What About Alabama's Other Eighty-eight Percent."

Now, this prepared testimony that you have in your hands, presents information from the State of Alabama to show you why some of the provisions in the bill presented by the American Association of Community and Junior Colleges bill, which is the Post-secondary Education Vocational Act of 1975, H.R. 3036, will really bring about a hardship in Alabama and in other comparable States.

My testimony is not against vocational education in the 2-year technical institutes and community colleges. Far from it, in fact. The division of vocational education in Alabama, includes technical institutes and community colleges. In this administrative framework or relationship, articulation of the vocational secondary and postsecondary programs has been accomplished without duplication or competition or splintering.

The provisions in the bill to provide 40 percent, as Dr. Williams testified, in relation to this, 40 percent of the funds for postsecondary and 40 percent secondary and 20 percent to be allocated by a nine-member appointed board is really unreal for both secondary and postsecondary education in our State.

On the bottom of the first page in my prepared testimony, please correct the quotation of the old sage who said, "There is nothing more unequal than the equal treatment of unequals."

The Federal funding needs of the secondary and postsecondary segments of vocational education are not equal in Alabama. Therefore, equal treatment is unequal. In fiscal year 1974, there were 127,637 students enrolled in secondary vocational programs, while 25,004 were enrolled in postsecondary vocational programs.

Alabama ranks close to the bottom nationally in the percentages of students who graduate from high school, and much less who go on to college or to postsecondary institutions.

Between grades 5 and 12, the dropout rate is 41 percent in Alabama and we are working on this, Congressman Buchanan, but that is a reality, whereas in the same grades throughout the Nation the dropout rate is only 25 percent.

During the past year or past 2 years, the Alabama Advisory Council on Vocational Education published the brochure entitled, "What About Alabama's Other 88 percent?" In this brochure you will notice that of every 100 students who enter the first grade: 26 migrated from the state; 22 dropped out before they graduated from high school; 28 did not seek further education; 52 graduated from high school; 24 continued their education beyond high school; 12 dropped out of college before they secured a 4-year college level; 12 secured a 4-year college degree.

You can readily see that with only 12 graduating from a 4-year college out of 100 entering the first grade, the question—"What about Alabama's other 88 percent?"—is an appropriate consideration.

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There is also a need for expanding the offerings in postsecondary institutions but the need is not as pronounced. In December 1974, there were 4,562 student applicants which could not be admitted because resources were not available in State technical colleges due to inadequate funding.

At both the secondary and postsecondary levels, vocational education is a viable, growing program which the citizens are demanding and for which increased funding is urgently needed. We need Federal funds for all segments of vocational education, but a set percentage basis for distributing the funds would prevent our utilizing the funds in keeping with the identified needs in Alabama or in any State.

We request you to give the States the flexibility of allocating the resources to meet the needs of each segment of vocational education.

The demand for vocational education in Alabama has increased steadily over the years on both the secondary and postsecondary levels. Enrollment in secondary programs has increased from 91,883 in 1970 to 127,637 in 1974—a 39-percent increase, which we attribute largely to the 1968 amendment. Correspondingly, postsecondary enrollments increased from 15,354 in 1970 to 25,004 in 1974—a 63-percent increase. The adult enrollment continues to reflect the increase in services and quality of the programs now being offered.

The vocational enrollment in Alabama per 1,000 population increased by 22 percent during these same years. Alabama went from below to above the national average of enrollment per 1,000 population during this time.

The growth in enrollments in Alabama in vocational education is exceeding the corresponding percentage growth in expenditures of funds. From 1971 through 1974, expenditures increased by 24 percent while enrollments were increasing 53 percent during the same period of time.

Even with the increase in enrollments aforementioned, there still exists a tremendous need for expanding vocational education in Alabama. During the school year 1973–74, 27 percent of Alabama's high school students were enrolled in occupational vocational education.

Thus, the large majority of students in Alabama, as pointed out by the U.S. Chamber of Commerce, are enrolled in a course of study which has, as its major emphasis, preparations for college—even though only 2 out of 10 jobs between now and 1980 will require a college degree. Thus, almost 8 out of 10 students will receive an education that will primarily benefit only 2 out of 10 students. Emphasized another way, the unemployment rate of graduates from secondary vocational programs in Alabama is approximately one-half the unemployment rate for graduates from academic programs and I have references in the back of my testimony to substantiate these figures.

In addition to a higher employment rate, the secondary graduate of vocational programs enjoys a earning rate greater than that of the acedemic graduate. For example, the secondary vocational graduate can expect to make about $667 more per year than the academic graduate. This means an increased earning power of $13,340 per year for a class of 20 students. Approximately 30 percent of this will be returned to society in the form of taxes which will result in an increased annual return to society of $4,002 in the form of taxes from one graduating vocational class.

We might say vocational education in the 2-year postsecondary schools will bear a similar return for these students who enroll, but the number of students who go on to this level of education, does not add up to the 40 percent that we have been attacking.

The junior college system in Alabama is new, only about 11 years old. Earmarked State funds are appropriated for these schools as well as for technical institutes. All of the 2-year postsecondary institutions in 1974 are in the vocational division but State funds for them are more than double the funds for secondary vocational institutions, thus, to make Federal funds available on a 40–40 percentage basis is totally unfair to Alabama, if you want to really put the money where the people are.

In my written testimony, I have also addressed the issue of the superimposement of a board upon superboards, who are already advised by councils and commissions in the administration of vocational funds.

Alabama is deeply committed to a wide base of involvement of decisionmaking. Be that as it may, there comes a time when "someone" and/or "some group" must assume sovereign responsibility for vocational education programs. Alabama applauds the State of Washington's Coordinating Council for Occupational Education for calling upon its legislature to create a single management and planning agency for vocational education. My professional background is Home Economics Education. There is an old saying that possesses much merit—"too many cooks spoil the broth"—or, "too may boards, councils, and/or commissions spoil and/or inhibit the development and implementation of vocational programs."

I make this statement based on the premise that there is a difference between authoritarianism and authorities in the field. We deplore autocracy, while respecting "authority"—the kind of authority that provides the leadership for broad involvement in decisionmaking for developing programs in vocational education which develop free men and women—men and women of dignity with faith in the divinity of their own natures—men and women with the know-how of self government and the skills of self-support, rather than men and women who refer their problems to centers of despotism whether they be individuals, boards, councils, or commissions. We urge you to make it possible for States to develop programs for now and the future which provide this hope.

A single State agency for vocational education is seen as essential to the task of planning and administering a comprehensive program which will meet the total vocational needs of the population without splintering. A tested principle of administration which involves planning admonishes the: (1) Determining of the priority needs; (2) assessing resources, and (3) allocating resources to meet those needs most effectively.

We believe that States can best determine vocational needs and administer programs to meet them without duplication and competition through a single State agency, provided the Federal legislation gives the State flexibility to allocate the resources to each segment of vocational education where the needs are rather than on a preset percentage basis.

As we have worked this week with a group of State directors here in Washington, we have pushed to concern ourselves with some provisions in the GAO report. One of the attacks made in that report were on the percentage of Federal moneys that was spent for administration. I would like to speak to that point just a bit.

Whether the State administration, ancillary services or leadership, by whatever name, we notice that that is necessary for the continued progress of vocational education. In the GAO report, the percentage of Federal funds for State administration was questioned. Perhaps with that consideration of the percentage which this represented of the total vocational moneys, State and Federal, which were being administered and when you apply the percentage to the total, then the percentage, of course, is much less and in many States, the State moneys is comingled, so you are responsible for the two. Since many State legislatures prefer that State money be used for local programs and Federal money be used for administration, if you and the committee or Congress should all have a sudden cutback on the percentage of Federal money, that can be used for administration, the States would have a serious problem, if this were done and they would need a spread of 5 to 7 years in order to get the State legislature to compensate for the cutback that was provided in the percentage for Federal administration.

I would like, in closing, to applaud you again, Congressman Perkins, I think you were out when I did make this statement, earlier, for the provisions in the vocational amendments of 1968. It places responsibility for planning in the States and vested in a single State agency and it addresses all segments of vocational education and it is a mighty, mighty good bill; there is just not enough money in it.

Chairman PERKINS. May I interrupt? At this time, we will recess the committee for 10 minutes to go over and vote and we will come right back.

[Short recess.]

Chairman **Perkins**. I am going to start with you, Dr. Williams, and ask you what I consider to be most important questions.

You stated in your State of South Carolina you would have to close down 175 secondary vocational schools and so on. I would like for you to go into a little more detail here and explain why.

Dr. **Williams**. The calculation, Congressman, is based on the 30 percent, on the current appropriations, and there does not seem to be a great deal of likelihood there is going to be any increase in appropriations, so our calculation is based on the supposition that the appropriations bill does not seem to be moving toward a massive increase. So, working from the foundation of the present appropriation level, the cost of the program, if we earmark 30 percent of the moneys for postsecondary programs, it would, in effect, mean that we would have to transfer the amount of money out of 100 in-school programs, to shift it to the postsecondary program.

On the other hand, if the 40-percent figure prevailed, we would have to cut down on the same basis, the costs of teachers, materials, and supplies.

Chairman **Perkins**. I think this committee would agree that we cannot afford in a State like yours, South Carolina, assuming that the funding in your State remains the same, to have 175 secondary vocational programs closed down, if the junior college bill is adopted and 100 secondary programs, if the American vocational education bill is adopted.

I know the committee does not want to tear up the ongoing programs in this country and that is the reason that I ask these questions.

If I understand your testimony correctly, you are saying 30 percent of South Carolina students dropped out of school before they finished high school and that of the students graduating from high school only about 8.3 percent of them go on to postsecondary technical training. What would the effect be, in your State, of requiring that at least 40 percent of Federal vocational money must be used for postsecondary vocational training and that these funds can be administered by State agencies?

You have gone into this before, but I want to state the question a little differently and ask you to answer again.

Dr. **Williams**. Congressman, what it means is, in our State, since we have a separate agency that administers the postsecondary program, I think I could most easily dramatize it, if you look at page 40 of my prepared testimony, there is a chart there that reflects the growth in budgets for the two agencies over the past 6 years and in effect, what it would mean, if you would sharpen the increase in the budget for the postsecondary system that is serving, at best, about 10 percent of the children, you would drastically reduce the budgets for the in-school programs that has been growing and expanding at a dramatic rate, over the past 6 years.

It simply means we would have to close out the in-school program where we are moving to probably serve from 60 to 70 percent of the children with meaningful vocational programs to funding a postsecondary system and add on to the rapidly expanding budget.

You might be interested in looking at that chart on page 41, as I said, this was provided from the postsecondary agency. It shows from 1972–74, the budget has increased $20 million when our total budget is only $25 million for this purpose. I think that probably dramatizes the effect in our State to have this decision made at the Federal level, rather than leaving this kind of decision for us at the State level.

Chairman PERKINS. I want to compliment both you and Ms. Stovall for putting such important questions before this subcommittee.

Ms. Stovall, you told us that in Alabama 41 percent of your students drop out of school before completion of high school. What would the effects be in your State of requiring that at least 40 percent of the vocational education money must be used for postsecondary vocational training, and how many students would get far enough in their education in Alabama to be able to take advantage of the training with those funds?

In other words, is there a greater need in Alabama for expansion of secondary or postsecondary vocational training?

Ms. STOVALL. Well, the effect would be devastating where we have most of the dropout rate in Alabama and it is in the grades of 8 and 9 and 10, where the youngsters are old enough to go to work and they go to work without many skills, but we have found where we have vocational training, we have a holding power for those students in the schools.

We don't have the vocational training in enough schools, Congressman Buchanan, in our State; we have it as far as the money goes, but not enough.

Now the area vocational centers established under the 1968 amendments, and Appalachia money, which I think contributed immeasurably to the holding powers in those grades, because they can get training and come out with skills enable them to get better jobs upon graduation.

If we cut, or if we have 40 percent for the secondary and 40 percent for postsecondary, we would have the comparable figures to those that Dr. Williams has put forth in relation to number of programs we would have to cut out and we won't have any opportunity to expand the secondary programs.

Dr. WILLIAMS. Congressman, may I add to that because it is possibly overlooked and that is the 40 percent earmarked for postsecondary in that bill leaves another 20 percent that could well be reassigned to other purposes and the reduction would be even more drastic in that it would be an additional 50 percent of the 40 percent, and you could end up with a reduction of 50 percent in the inschool program, which ought to be your main manpower development system in any society, not for a system that waits until you are an adult just to learn a marketable skill.

As we talk about the 40 percent, there is a slight omission of the fact that it could well be 60 percent, depending upon the needs and biases of the Advisory Committee.

Chairman PERKINS. Mr. Buchanan.

Mr. BUCHANAN. I would like to join you in complimenting both witnesses for their very impressive testimony. Ms. Stovall, I know it is true you speak not as a partisan for one level of vocational education over another.

Ms. Stovall. No, for both.

Mr. Buchanan. Your responsibilities are in the whole area of vocational education.

Ms. Stovall. Right.

Mr. Buchanan. Your testimony makes a good deal of sense to me. You are speaking as an educator as to what our children and young people must have if they are to avail themselves to employment opportunities and be prepared for a useful career.

Ms. Stovall. Yes, sir.

Mr. Buchanan. Not as to one level against another.

Ms. Stovall. Exactly.

Mr. Buchanan. I think your case is very impressive. I am one of those who believes our society has some obligation to provide opportunities for every person for employment commensurate with that person's ability and I don't see how you can get there unless we do something more than we are about vocational education.

Ms. Stovall. Thank you. I speak of both postsecondary and secondary programs and I humbly request that a percentage not be put on that wouldn't be realistic or not any percentage, but to leave it to the States to decide in relation to their resources and needs.

Mr. Buchanan. I don't know whether you got all of your material in during the testimony, but the chairman indicated that he will have it placed in the record, and I believe you may have other material that you wish to offer?

Ms. Stovall. I have a good deal more material I would like to present, if I may, for the written record.

Mr. Buchanan. Of course, Dr. Williams, your testimony as to South Carolina's experience, it seems to me is quite strong. You both speak with one voice and it does seem to me to be a voice of reason.

Dr. Williams. I think our problems and system of education in South Carolina aren't greatly different from those in Alabama, and as a matter of historical perspective I think we do face the same kinds of problems in terms of the importance of education, the level of education, and the fact that we have moved rapidly within the last few years from an agrarian to an industrial society, which heightens the need for manpower skill programs and our experience parallels Alabama's, except that our greatest loss is in grades 9 to 10 and 10 to 11.

We lose at least two-thirds of all the children we lose from the system of education, either in moving from 9th to 10th or 10th to 11th. One of the things we have done with vocational money is to institute high school credit courses in prevocational training, mandating grades 9 to 10. We have made a deliberate attempt to attack the problem where it appears to be greatest for our system. That is, we now, by State regulations, mandate the school system to provide a prevocational program at grades 9 and 10 in order that we begin to enroll these children earlier into the awareness of the system of occupational training and this becomes costly, because the system previously provided for a general education type of program, 1 to 15, and 1 to 6, without the shoptype of experience.

I think this seems to be the kind of consideration that is being lost in the discussion about the national system of education when we are at least confronted with some decisions about grades 9 and 10, that to remove this kind of money from our system would be tragic at this point.

Mr. BUCHANAN. I have one other brief thing, Mr. Chairman, that I would like to mention and that is that one could view the requirement to spend a set percentage on postsecondary, given the statistics these two witnesses have given, and I expect it would be true at least in the Southern States, perhaps in other States, as well, as a subtle form of discrimination. I don't know if you have statistics on it, but a lot of people that drop out are black and poor. People who are trying to break into the system may be further excluded from the system by this kind of legislation.

Ms. STOVALL. We think we are representing quite a few cases in the southern region, South Carolina, and Alabama.

Mr. BUCHANAN. Thank you, Mr. Chairman.

Chairman PERKINS. I think we had better recess again and go over to the floor and vote. We will be back in about 6 minutes.

[A brief recess was taken.]

Chairman PERKINS. Dr. Williams, this is going to be one of the chief items of controversy, when we mark up this bill.

Mr. Jeffords, any questions at this time?

Mr. JEFFORDS. Not at this time, Mr. Chairman.

Chairman PERKINS. I think now I will ask the other two witnesses to come around and I will wait until Mr. Quie gets back, but we can deal with greeting the other witnesses in the meantime.

We have, Mr. O. J. Byrnside, executive director, National Business Education Association and Mr. Richard Fulton, executive director, Association of Independent Colleges and Schools.

It will be interesting to hear your testimony.

I think we should have an extra billion dollars here for these general programs, but the Congress, in general, does not entertain my point of view, and I know the Office of Management and Budget certainly does not entertain that point of view.

Be that as it may, we are going to have to work this problem out. I am delighted to call on you, Mr. Byrnside. Please identify yourself and proceed. Without objection, your prepared statements will be inserted in the record.

Go ahead!

STATEMENT BY O. J. BYRNSIDE, JR., EXECUTIVE DIRECTOR, NATIONAL BUSINESS EDUCATION ASSOCIATION

Mr. BYRNSIDE. Thank you, Mr. Chairman.

On behalf of the more than 24,000 members of the National Business Education Association, we thank you for this opportunity to testify and to certainly speak out on behalf of vocational education.

The Congress has long recognized the importance of Federal legislation in terms of introducing new programs at the State level and we commend you for this.

In 1963, business and office education became a part of that legislation, and we certainly want to thank the Congress for that.

I am going to take just a few minutes to indicate some of the points that we feel are very strong points within the legislation. On some of the points we certainly want to agree with the previous witness.

No. 1, we feel very strongly that the single State agency is one that should be included in the final bill. We certainly know that comprehensive State planning is essential and we hope that when the final bill is coming out of the Congress that it will include provisions for this.

We do feel very strongly that education should be developed, planned, and implemented by educators. There are a lot of people who are in the education business today but we think we are best qualified to do the job.

My second point: We feel that quality of leadership is essential; quality leadership is essential if we expect to have good programs. We see a real need at the national level, especially in the U.S. Office of Education, where we think there should be provisions made for additional specialists, those people who can provide the leadership needed to assist the States and not simply to make sure that State planning and so on is in compliance with Federal regulations.

We need, I think, probably, leadership from the standpoint of programs in terms of what goes on within the classroom. We do not have a vested interest in terms of business and office education. Certainly these are the people that our association serves. We think most importantly we have to look at the total of vocational education and all of the people that must be served. We are simply one part of that total group.

The third point is that certainly support of the vocational programs at the secondary, postsecondary, and adult levels should be continued. We have heard testimony this morning regarding whether this should take place at the postsecondary level or whether it should take place at the secondary level. Our feeling is that it needs to take place at all levels, and we certainly are supportive of any program in any State that will make provision for this.

I do think that specific requirements of percentages of Federal funds to be used for specific programs can tie the hands of any State. The needs for postsecondary education are evident and they must be met. I think that whether these are met as a percentage figure or not will depend upon what is best for that particular State.

Again, I think the single State agency certainly can provide for that, because these are the people that are actually on the firing line and are held responsible to the people that they serve within their State.

The fourth point: certainly we would encourage you to continue with the inclusion of teacher education, placement and followup, student support, leadership development, and so on; and of special concern to our association, and I think to all of the vocational education, is that of teacher education. Unless we have good teachers, teachers well prepared to do the job within the classroom, then we are not going to get too far. I think that certainly a special emphasis is deserved in that area.

The areas of applied research, curriculum development, and demonstration programs are certainly of utmost importance.

One outcome I think that the Congress should be commended for is the fact that some part D funds allocated by the Vocational Education Amendments of 1968 provided for demonstration programs and, as a result of this, the whole concept of career education was born. I think that the Congress should be commended for this.

There are several recommendations we would like to make.

No. 1, of particular interest to our field and an area we feel that all vocational educators should be concerned with, is that of basic economic understanding and consumer education. It is rather difficult to give someone the skills, the knowledge, the attitude needed to go into some type of employment in their chosen field and not project what is needed in terms of when they go on the job.

There is more to vocational education, I think, than just simply giving the skills to do a particular job. I think we need to equip our people, our students, with these kinds of economic understanding. Consumer education certainly is a very important aspect. We would hope that the Congress would consider expanding this area.

We know that the home economics field has done a very effective job. But there are still students who are not receiving the benefits from other programs that are available and should be made available.

Therefore, we recommend that consumer education receive this special emphasis and that it be expanded into all vocational areas so that every person coming out will be prepared not only to do a job but to live within their own community and work there.

A second item that we think is of utmost importance is business ownership. All too often this area is neglected. There is a tremendous need for vocational students, especially those who have plans to go into business for themselves—they want to own and operate their own business, and they need to have some kind of program that will provide them with an opportunity to move forward in that chosen career.

Until recently, business ownership as a career option was not even in our school system. However, today that has changed, and we are making progress in that area.

Included in H.R. 3037 there is a provision for entrepreneurship which is very limited, so we would encourage you to expand this so that secondary and postsecondary programs can also be included in this area.

Our association has been actively involved in promoting business entrepreneurship for minorities and an even more concerted effort is warranted today in this area. All minority groups have been left out of the business ownership picture for too many years.

We think that we must make an effort to bring more of the minority groups into the mainstream of our economic system.

Again, we would encourage the Congress not to limit this field of entrepreneurship to business and office education or any other specialty area within our total framework of vocational education, but to expand, open this opportunity up to all who are preparing for specific jobs in career clusters, so that they might have that as one of the options.

Basically, the National Business Education Association is committed to the principles that were outlined in the Vocational Education Act of 1975 as proposed in H.R. 3037. We know how effective the State boards for vocational education have been, especially how active the State directors of vocational education are in providing leadership in the total vocational education field.

We commend these two groups to you and ask that you renew your trust that you have exhibited in the past in these individuals and provide the opportunity for them to carry forward with vocational education programs to meet existing and future needs.

We stand ready to assist you in every way possible in your deliberations concerning this proposed legislation and offer our assistance in regard to additional information or services that you may request.

But most importantly we look forward to another strong vocational education act which will provide us, those of us in the field of education, with an opportunity to serve young people and young adults and adults who wish to pursue educational programs preparing them for their life's work. This is the key to any effective educational program.

We are here to serve, and that is what vocational education is all about.

Again we thank you for your interest.

Chairman PERKINS. Thank you very much for your fine statement.

[Prepared statement of O. J. Byrnside, Jr., follows:]

PREPARED STATEMENT OF O. J. BYRNSIDE, JR., EXECUTIVE DIRECTOR, NATIONAL BUSINESS EDUCATION ASSOCIATION

Mr. Chairman and Members of the Committee: On behalf of the more than 24,000 members of the National Business Education Association, we thank you and the members of Congress for your continued interest and support of vocational education, of which business education is a vital part.

The National Business Education Association exists primarily to provide leadership in developing business programs at all educational levels, all across the nation. Even though not all business teachers—who number over 100,000—are members of our Association, they do look to NBEA publications and various meetings, workshops, seminars, and conventions for guidance in the profession. Our chief objective is to provide this leadership to teachers so that they can more effectively and efficiently prepare young people for careers in business. That is our ultimate goal—to assure that all students enrolled in business and office programs today are being adequately prepared to become productive citizens in the business world tomorrow.

Congress has long recognized the importance of federal legislation to establish priorities for education and training. Vocational education legislation since 1917 has provided the impetus for the establishment and maintenance of high quality programs that lay the foundations to enable young people to meet the challenges that will face them. In 1963, business and office education was included in such federal legislation for the first time, and we wish to express our appreciation to the Congress for recognizing that the business and office field is a member of the vocational education family.

Although business programs existed prior to the 1963 Vocational Education Act, since that time we have been able to do a much more effective job in providing needed skills to a greater number of students, who every year are filling more and more jobs available in the labor market. Again, we express our sincere appreciation to the Congress and to the many state and local districts that made it possible.

DEFINITION NEEDED

Business and office education has been defined in many different ways. By some, it is narrowly interpreted as pertaining only to those occupations performed in the office by an office worker. By others, it is more broadly defined to include not only the operations performed by office workers but also the functions of management and business. ownership. The National Business Education Association believes that the definition should include the total occupational range that results from an education for business, including the office. It is our hope that this was also the intent of the Congress in making business and office education a part of vocational education in the Vocational Education Act of 1963.

A definition of the other vocational areas has been included in legislation providing for these areas, but none has been included for business and office education. NBEA would welcome the opportunity to develop such a definition that might be useful to the Congress in its plans for vocational legislation.

OBJECTIVES

Mr. Chairman, business and office education is somewhat unique in the field of vocational education. A careful examination of the major segments of the labor market shows that each one contains a thread of business and office education that is essential to its proper function. Those who complete business and office programs more often provide a service than produce a product. Their responsibilities include furthering our economic progress, making our free enterprise system work, and providing the needed link between labor and management. Everyone, whether engaged in manufacturing, construction, health-related occupations, marketing, agriculture, or home economics, needs some of the vocational skills that can best be provided through business and office education.

There are two ways in which people can increase their purchasing power. One method is to acquire skills that represent a commodity in the marketplace and for which someone is willing to pay. Such skills generate income throughout a lifetime and considerably reduce the likelihood of unemployment. A second way to increase purchasing power is to be able to perform a certain job oneself rather than paying someone else to do it.

Primary objective—gainful employment

Naturally, the primary concern in our field is the development of skills, attitudes, and knowledges people need for "gainful" employment, that is, simply, using their business and office training in order to earn a living. One of the best ways to illustrate the immediate value of business programs is to call attention to the classified section of any daily newspaper. Want-ads feature jobs available to clerk-typists, keypunch operators, computer operators, stenographers and secretaries, managers, and certified public accountants—to name only a few.

There are unlimited opportunities existing in the field today, but the need is for qualified people to fill these available openings. We already have some facilities and programs to do the job, but we urgently need an expansion of these facilities and programs so that all types of educational institutions can serve even more people. We know that an effective program of occupational instruction for business careers, including on-the-job experience where feasible, would be a powerful tool in combating unemployment. Our present unemployment rate, which is intensified because people lack necessary vocational skills and training, could be considerably reduced if people were educated for fields where gainful employment is available.

Supplementary objective—vocational useful skills.

The other unique aspect of business and office education is what we call its "vocationally useful" objective. By this we mean that individuals enrolled in other vocational progams can supplement their training by taking courses designed to add to their skills and aid them in advancing to ownership or managerial levels in their chosen fields.

The same typewriting skill that can lead to gainful employment can also save money for an owner who can perform that service and does not need to hire an additional typist. In any event, typewriting is the accepted vehicle for all written communications within the business world, and it is an invaluable skill.

Accounting is another business subject that meets both objectives. Owners, managers, and workers in all fields—auto mechanics, cosmetologists, manufacturers, doctors, lawyers—should understand profit and loss and be able to communicate in the accepted businesslike manner. Typewriting and accounting skills need not be the primary tools of a chosen career, but they can generate income nonetheless. Because many tasks can be performed by individuals having these supplementary vocational skills, there is less need to hire additional personnel. Because business and office education programs provide options for either gainful employment or vocationally useful skills, they should certainly be available to everyone who wants to take full advantage of such opportunities.

STRENGTHS OF LEGISLATIVE PROPOSAL

After carefully reviewing the bills that have been introduced into the House of Representatives, the National Business Education Association recognizes various sections of those bills as being vital to the continued growth and development of vocational education programs. Among these are the following:

State administration—sole state agency

It is our feeling that the State Board for Vocational Education should serve as a single agency to provide needed leadership and planning for vocational education. Business education programs are offered at all levels, from the middle school to doctoral programs, and in all types of educational settings. Articulation and coordination of these programs is an important aspect that cannot be overlooked. Statewide planning is the key to the effectiveness of any educational program, and with the State Board for Vocation leading and implementing a strong planning component, the result should be that all levels of vocational education receive the visibility and financial assistance appropriate to their particular needs.

The National Business Education Association strongly feels that education should be planned, developed, and provided by educators. Other agencies outside the field of education often have tremendous funds available for education programs, and in terms of the numbers served, the cost is prohibitive. If we expect to eliminate some of the educational problems that appear to come up year after year, we must face the fact that the funds available for programs that prepare young people for vocations and careers are inadequate. Most members of the medical profession would agree that "an ounce of prevention is worth a pound of cure"; it is always easier and less expensive to treat a disease in its early stages than to attempt a cure after the disease has progressed. The same is certainly true in education—providing adequate programs early in the educational experience of young people is much simpler and less expensive than instituting high-cost training programs later on. This is another area where the single state agency can make a tremendous contribution.

Leadership in vocational education—U.S. Office of Education

Quality leadership is needed for any professional activity to be successful, and this type of leadership is presently lacking at the national level. Over the past few year, the amount of leadership from the U.S. Office of Education has deteriorated. This is in no way a reflection on present USOE employees, but the number of people providing that leadership has been considerably reduced. There is now no one individual whose major responsibility is to assist in the area of business and office education, for example. This leadership is provided by someone who has many other assigned tasks. The number of USOE specialists in the vocational education field has constantly been reduced to such an extent that there is little leadership left. We would strongly urge the Congress to recognize the need and make provisions for additional vocational education leadership at the national level. If such leadership is provided, we are certain that the various states will follow this pattern and continue to provide their outstanding leadership.

Career guidance and exploration

Career exploration and guidance is a very important element of the proposed legislation, and we wholeheartedly support its inclusion in vocational legislation. The entire career education concept and the emphasis it is receiving today is a direct result of Congress making funds available to provide information and guidance concerning wise career choices on the part of young people.

There are still far too many students floundering in an educational system that should be able to meet their career and vocational needs. Before that can happen, guidance personnel need to understand what jobs and work are all about so that they can provide the proper guidance to students. It is absolutely essential that vocational education provide leadership in this area, which has for too long been left entirely in the hands of those who are oriented primarily toward academic education.

Business teachers can convey the necessary information to elementary and intermediate school teachers so that students can become aware of opportunities in the field of business as well as in the "business" of life. Presenting business as a career choice is naturally the primary goal, but the practical aspects of business that affect everyone also deserve special attention. Even young children should know that someday they are going to have to manage a budget, use credit wisely, select the best buys, keep records, buy insurance, pay taxes, and so forth. If positive attitudes are instilled in this early stage, students will learn to recognize the individual as an economic entity, one capable of producing, earning, saving, investing, redistributing, and increasing his unique worth. It is only through an integrated program in business information that such knowledges and understandings will be developed. Another goal of career guidance and exploration would be providing factual information concerning business management and ownership.

Vocational education program support

Support of vocational education programs at the secondary, postsecondary, and adult levels is necessary if quality is to be maintained. Vocational education programs are offered at all levels of instruction and in a varied number of settings, and business and office education is included in the total vocational education field at all these levels. Enrollments have increased over the years as a result of federal funds being used as a primer, and current local and state funds are being substantially increased in order to provide even more programs for more people. Certainly, the tremendous need for continued expansion of postsecondary vocational education should be emphasized, but these programs should be articulated with those at the secondary level in order to provide the necessary continuity and coordination.

Vocational program support guaranteed by the Congress in the past and reiterated in the current proposed legislation reflects your concern regarding the development of programs to provide the work force with skilled and productive employees and employers. As a result of this continued emphasis, more people in more communities than ever before will be the beneficiaries.

Vocational education program services

Vital program services, such as teacher education, placement and follow-up student support, and leadership development, contribute to the orderly development of vocational education programs that can meet existing and future needs. In the past, some of these program services have not been adequately performed; some, often even ignored. Because they were considered "ancillary" services, their true importance was minimized.

Of special concern to the National Business Education Association is teacher education and the great importance of providing skilled practitioners for the classroom who will in turn develop the skills, attitudes, and knowledges needed by vocational students. If this skilled practitioner is not adequately instructed in the proper ways to transmit his knowledge and skills, the entire vocational education program cannot succeed. Teachers must know how to effectively convey information and skill development techniques to the students in their classrooms, and in order for this to be accomplished, a strong teacher education and professional development program is needed.

We believe that the primary emphasis in teacher preparation should be on teacher competencies rather than on completion of specified courses. Competency examinations can be employed to determine the level of attainment, and teacher preparation programs must be appropriately organized on a "competency" rather than a "course-work" basis. We are committed to the belief that firsthand knowledge of business activities and requirements for employment is essential for all business teachers, and prospective business teachers should be required to obtain this firsthand knowledge.

The National Business Education Association is proud of the outstanding leadership of its teacher education division. Historically, the National Association of Business Teacher Education, NBEA's institutional division, has been one of our real strengths and a major factor in our ability to produce well-trained people for the labor market even prior to federal legislation making funds available for our field. Teacher education institutions continue to offer quality preservice and in-service programs for business and office education teachers even beyond the current scope of reimbursed programs. This is attributable primarily to the quality of teacher educators and their programs in the field of business and office education.

Applied research, curriculum development, and demonstration programs

Applied research, or action research, in the field of vocational education is of the utmost importance in determining future needs and the ways of meeting these needs through sound vocational education programs. Applied research is the vehicle for gathering needed information and making it immediately available to the profession. We in the field of business and office education feel that we are realists, and most of our efforts are in the area of applied research. We prefer not to become involved in theoretical research, so our hope is that the Congress will continue to provide for badly needed applied research.

Curriculum development and improvement, as well as the most effective changes in teaching procedures, result from applied research. Two special projects in which the business and office education field has been actively involved are the Business and Office Career Education Curriculum Project and the Business Ownership Curriculum Project for the Prevocational and Exploratory Level. These two projects dealing with curriculum development have led to educational innovations that are both realistic and relevant. Only through this type of endeavor can we continue to change our curriculum and improve vocational education. It is of the utmost importance that we in the field of business education observe the new methods and techniques used in the business world and immediately restructure our training programs to include the preparation our students need to meet these changes.

The importance of demonstration programs cannot be minimized, and we are fully aware of the fact that Part D funds allocated by the Vocational Education Amendments of 1968 were channeled into demonstration programs and as a result gave birth to the concept called Career Education. The Congress should surely be commended for its vision in making this great stride possible.

RECOMMENDATIONS FOR CONSIDERATION

There are several areas of the proposed legislation, however, that we feel could be strengthened to provide greater opportunities to serve more people.

Consumer education

Of particular interest to business and office education, and an area that should be the concern of all vocational educators, is that of basic economic understanding and consumer education. In this time of spiraling prices and high unemployment, every individual should know how to use his money effectively. A basic understanding of economic concepts and wise consumer principles can assist not only students but also professionals in coping with economic problems. We are pleased the Congress included consumer education as a part of the Vocational Education Act of 1975.

We would, however, encourage the Congress to consider that everyone enrolled in a vocational education program needs economic education, especially consumer education. Incorporating consumer education into home economics was an excellent beginning; we know that home economics teachers are doing an effective job in this area. But we feel there are too many vocational students being neglected, and we offer the business and office education field as the most logical place to provide this kind of training for students not enrolled in home economics programs. We are hopeful that the Congress will consider expanding its support so that other vocational specialties might be able to render service in the economic and consumer education area. We therefore recommend that consumer education receive special emphasis and that its base be expanded to grant all vocational programs an opportunity to provide needed skills and information to those they can best serve. This seems to us essential if consumer education is to be a part of every vocational student's education.

Business ownership

The area of entrepreneurship, as included in the proposed legislation, is another area where business and office education is uniquely qualified to provide programs. There is a tremendous need for all vocational students, especially those who are preparing to own or manage their own businesses, to understand our free enterprise system. Teachers of marketing and distribution have successfully taught about the free enterprise system, but unfortunately, the number of people enrolled in these kinds of programs is relatively small. The business and office education program does reach a larger number of students and can also provide this unique service to students in other vocational areas.

Until recently, business ownership as a career option was ignored at the secondary level by vocational education, and even by business and office education. This, however, has changed in the past few years, and we are beginning to make progress in developing programs for entrepreneurship. As stated previously, the common thread of business and office education is woven throughout every career, including business management and ownership. We would in no way attempt to develop programs in any one particular vocational field; on the other hand, business and office education can provide information and develop needed skills and knowledges relating to business operations, management, and ownership in any vocational field.

Our Association has been actively involved in promoting business entrepreneurship for minorities, and an even more concerted effort is warranted. All minority groups have been left out of the business ownership picture for too many years, and we must make a greater attempt to bring them into the mainstream of our economic system.

We would encourage the Congress not to limit the field of entrepreneurship to any one vocational service area, but to provide for its inclusion in all programs. We do maintain, however, that business and office education can provide leadership in this area and is in the best position to develop programs for future managers and owners. Most businesses that fail do so not because of a lack of technical knowledge of the business itself, but rather because the owner lacks the management skills and knowledge needed to maintain profits. This is where business and office education can make one of its greatest contributions.

Funding levels

The levels of funding outlined in HR 3037 appear to be most realistic. We were astounded at the scope of this proposed legislation in terms of funding dollars, and the results of our own investigation of the needs agree with your hard data.

Need for expanded data base

There is an apparent need for an expanded data base for each area of vocational education, and we would encourage the Congress to include provision for this in the proposed legislation. It is difficult to judge the total impact of federal legislation on the business and office education field because, frankly, it is only through the foresight of the Congress in requesting such hard data that we have started to gather it. We do have some figures concerning the number of students involved in reimbursed programs as outlined in statistical reports from the U.S. Office of Education. However, there are also many quality programs in the field of business and office education that are not receiving federal reimbursement. Only with the aid of additional facts and figures regarding the total field of business and office education can we make adequate projections of needed programs and facilities. Right now, however, we simply do not have a base on which to figure and compare our progress.

An additional problem is the need, already mentioned, for an acceptable definition of business and office education. That will be even more important as we gather facts and figures about all programs rather than simply reimbursable programs or those receiving federal funds. Again, NBEA offers its assistance in developing such a definition for the Congress.

SUMMARY

The National Business Education Association is committed to the basic principles as outlined in the proposed Vocational Education Act of 1975 (HR 3037). We, again, would encourage the Congress to expand the role of vocational education to provide not only for gainful employment but also for the vocationally useful aspects of vocational education as they relate to the total development of our students preparing for productive, rewarding careers in their chosen fields.

We know how effective the State Boards for Vocational Education have been and especially how active the State Directors of Vocational Education are in providing leadership in the total vocational education field. We commend these two groups to you and ask that you renew the trust you have exhibited in the past for them to carry forward with vocational education programs to meet the needs of all people, in all communities, all across our great nation.

We stand ready to assist you in every way possible in your deliberations concerning this proposed legislation and offer our assistance in regard to additional information or services that you may request. But most importantly, we look forward to another strong vocational education act which will provide us with the opportunity to serve young people, young adults, and adults who wish to pursue educational programs preparing them for their life's work.

Chairman PERKINS. Mr. Fulton, do you want to proceed at this time?

Mr. FULTON. Thank you, Mr. Chairman.

STATEMENT OF RICHARD A. FULTON, EXECUTIVE DIRECTOR AND GENERAL COUNSEL, ASSOCIATION OF INDEPENDENT COLLEGES AND SCHOOLS, WASHINGTON, D.C.

Mr. FULTON. I am Richard Fulton, executive director, Association of Independent Colleges and Schools, and, if I can depart, I might add while many people somehow would go off and outside of the mainstream, as a fact I think the record might reflect that one of my associates, Dr. Walter Broward, of Ryder College, is the incoming president-elect of the National Business Education Association, Dr. Byrnside's group, and there is a lot of interaction between our groups even though we are not here to testify together this morning.

Although my comments are from the viewpoint of residential independent, or proprietary institutions, I urge the subcommittee not to construe my remarks as representative of all proprietary education generally. In my opinion, there is far too much hasty generalization about proprietary education which fails to differentiate between and among institutions which may be complex in themselves.

There are probably more students in one of the large correspondence schools than in the whole 480 schools in AIC. In fact, the average student body in AIC's schools is around 200 students and they are small, local oriented, postsecondary institutions. They quite often will offer remedial work and NED work and supporting CETA programs, and I hope rehabilitation programs, but they are postsecondary institutions.

Our concern with the Vocational Education Education Act of 1963, as it was enacted, as it was amended in 1968, and as it may be authorized, is an opportunity for our schools to realistically participate in the success of the program.

As in many of these situations, we are also bogged down in definitions. I think that a little history might help explain our problem that the concept, under contract, of training with private institutions rather than publicly owned and administered institutions, is not new. It goes back to 1921 with the Vocational Rehabilitation Act. It was incorporated in MDTA of 1962, and when the present Vocational Education Act of 1963 was enacted, in old section VIII, I believe, it refers to vocational education as carried on in public institutions or under contract.

Well, for some reason, this was a new and disturbing thought to some vocational administrators at the State level and it was interesting to watch, as it was disappointing, that the same State board of vocational education that has long contracted with our schools for vocational rehabilitation programs, and for the then MDTA, used every argument in the books to find some reason why they should not use these schools under contract and although the MDTA was amended along the way to facilitate the use of the schools under contract, first there was not particular grounds for using them.

Well, then they said you ought to use them if they can furnish facilities that public schools don't have. Then MDTA was amended to say "If the schools can do it at a lesser cost."

Then subsequently they said "If they can do the same job at comparable cost."

That is the language that was carried over into the 1973 CETA, Comprehensive Education and Training Act.

I don't want to enforce that language completely because I say that the minute you start adding all of these conditions, you then provide people with excuses not to do things. But it is ironic that in 1968 when the MDTA Act was being amended to abandon the lesser cost concept, to incorporate the comparable cost, this act added the lesser cost concept.

So, as things stand, the authority to contract with private schools is limited by the requirement they must be able to furnish services at a lesser cost.

In my statement I have cited the statutory sections. What I would suggest, most sincerely, is that if we could all go back to section I of the act and reread the purposes of the act, which is to provide ready access to vocational education for all people, I don't think that declaration of purposes, stakes out any particular turf or prerogatives of any particular type of institution.

The purpose of the act is to help people get meaningful occupational and vocational education.

As it has been administered, I do not think that all of the available facilities have been used as sufficiently and as expeditiously as they might be. If this is a State decision then so be it. Let the State be accountable for it.

If the Congress really does not want the States to have ready access to our facilities to make ready access for vocational education more available, so be it.

Let us be candid, but we are here and our schools are doing a good job on these other programs and I must say the simplistic language of the APGA bill just strips away all the advantages of what is vocational education and what is a private vocational school, what is a postsecondary school.

The APGA bill very simply just names more institutions and says: These are training institutions and vocational education is either in institutions under public supervision and control or carried out under contract with the State and local education agencies, period.

Because every time you start taking on all of these definitions of rights and prerogatives we get bogged down in turfmanship.

I would like to emphasize our schools are here, they are available and maybe the language has been inhibiting to some officials and maybe in others the State officials are happy to have that language, so they have excuses not to use the school.

There seems to be a lot of concern over whether there should be a single State agency or a percentage of dollars set aside. Our view is that it should be a State prerogative to figure out how they want to spend their money, whether they feel the demands and needs are at the secondary school level or postsecondary.

If there is going to be apportionment to the postsecondary level, I think there should be some coordination with the State 1202 commission so there is some greater sensitivity for administration of that increment which the State has decided it wants to spend on postsecondary education. Then I suggest the 1202 commission or a similar body may have a role.

One of the small concerns which I would like to emphasize is the access to the ancillary services and the training program authorized by this act of teachers and administrators in proprietary schools.

I don't know if it was the intent of Congress and I have no record as to actual practices in every State, but the attitude expressed to me by the Office of Education some years ago was that the ancillary programs, the teacher programs, were not available to the faculties and administrators in proprietary schools.

I know of nothing in the statutes that says that, and I would respectfully suggest that maybe in the committee report language it might be helpful if that is the intent of the committee that these faculties and these administrators should not be excluded from ancillary programs and training programs.

I am not here to seek out any special prerogatives for my school. I just want to say again that if we can simplify the grounds for participation I feel that then decisions could be made locally and State officials could stand in judgment as to whether or not they do want to use these schools which have proven themselves in other programs such as CETA, and the vocational rehabilitation programs.

Thank you, Mr. Chairman and members of the committee.

[Prepared statement of Richard A. Fulton follows:]

Prepared Statement of Richard A. Fulton, Executive Director and General Counsel, Association of Independent Colleges and Schools, Washington, D.C.

Mr. Chairman and Members of the Subcommittee: Thank you for your invitation to share with the Subcommittee some views on the reauthorization of the Vocational Education Act of 1963 as amended at these hearings on career, vocational and occupational education. I appear in my individual capacity. The views and opinions presented to the Subcommittee are my own, and not the policy-position of AICS. The AICS Board of Directors does not meet until next week, and hence, has not had an opportunity to express an official opinion on these views. Nonetheless, I hope that my personal views may be of utility to the Subcommittee. Briefly, by way of background, I am RICHARD A. FULTON, Executive Director and General Counsel of the Association of Independent Colleges and Schools.

Although my comments are from the viewpoint of residential, independent, or proprietary institutions, I urge the Subcommittee not to construe my remarks as representative of all proprietary education generally. In my opinion, there is far too much hasty generaliaztion about proprietary education which fails to differentiate between and among institutions which may be complex in themselves.

Residential, as distinguished from Correspondence Schools.

Short course, single subject institutions, as distinguished from academically paced institutions with complex programs of education divided by quarters or semesters.

Participating institutions under various federal programs, as distinguished from non-vocationally oriented institutions.

According to the Federal Trade Commission, there are approximately 3.3 million students enrolled in about ten thousand so-called proprietary institutions. There are approximately 130,000 students in the some 480 institutions of the Association of Independent Colleges and Schools (AICS).

PROPRIETARY EDUCATION OVERLY GENERALIZED

The parameters of what is called proprietary education are indeed far-ranging. Institutional differences are enormous. The average AICS school has an enrollment of about 200 students. In fact, 72% of the total number of institutions in AICS have enrollments of under 300 students. Even smaller is the average enrollment in a cosmetology school. According to Mr. Jay Gerber, Chairman of the Cosmetology Accrediting Commission (CAC), the average enrollment in a beauty school is approximately 35 students. On the other hand, a large correspondence institution may have an enrollment in excess of 100,000 students from all over the United States.

Our own small universe of 480 AICS schools is itself complex and diverse. It can be concluded that AICS is a non-homogeneous aggregation of institutions within a minority or aberrational increment of higher or postsecondary education. Though many people do not classify occupational schools as "collegiate," 122 of the 480 AICS schools (25%) offer either the Associate or Bachelor degree.

Legislation and regulations often go into great detail to distinguish between and among public tax-consuming and private tax-exempt institutions denominating them as land-grant schools, state colleges, private colleges, community colleges, or area vocational schools. However, with regard to proprietary institutions, they often seem to be lumped together in one general category subject to the same prejudices and pejoratives, often without differentiation.

I am here today to talk about increasing through amendments to the Vocational Education Act, the opportunities for the member institutions of AICS to expand their services to all persons, the youthful and the mature, the full-time and the part-time students, seeking occupational training through programs authorized by the Vocational Education Act of 1963 as amended, and as it might be reauthorized by this Committee. In seeking a greater flexibility for vocational education programs at the secondary level, and an expansion of postsecondary, vocational and occupational education programs, I would like to emphasize that AICS is not here to seek exclusive rights for our member institutions to participate in this program with the help of federal funds. We share the position so well articulated by the National Association of State Universities and Land-Grant Colleges (NASULGC) that all institutions legally authorized to provide postsecondary education within the states should be eligible to participate and to serve.

HISTORICAL PERSPECTIVE

The important concept of "under contract" training, through arrangements between state and local educational agencies, and private proprietary schools, was articulated with the enactment of the Vocational Education Act of 1963 in Public Law 88–210, in Section 8(1).

Under contract training utilizing proprietary institutions is not a new concept. It has long been utilized, going back to 1921, in the program of Vocational Rehabilitation. It was however, a disturbingly new concept presented to the Vocational Education Establishment in the several states and to some administrators in the USOE.

In fact it was as interesting as it was disheartening to watch the reaction to this legislative innovation by some federal and state administrators of vocational education. It was with great ingenuity that a host of arguments were marshalled to effectively prevent the implementation and practice of the principle legislated by the Congress. In some states, where State Boards of Vocational Education administered both the Vocational Rehabilitation Act and the Vocational Education Act of 1963, there were completely conflicting administrative attitudes on the two programs. The Vocational Rehabilitation programs continued to successfully utilize private, proprietary vocational schools "under contract," whereas, through a host of philosophical arguments and administrative barriers, these same schools were precluded from offering their services to expand the Vocational Education Act of 1963 as intended by Congress. Even today, any comparison of the utilization of private, proprietary vocational schools in the two programs would support the observations of the recent Report to the Congress, "What Is The Role Of Federal Assistance For Vocational Education?" by the Comptroller General of the United States, (GAO Report, December 31, 1974, pp. iii, v, 48, and 66) that private proprietary schools are not in fact being utilized in the program.

When the Vocational Education Act of 1963 was amended in 1968, two additional provisions were written into the amendments with regard to private, vocational training institutions. We have always assumed this was a well-intentioned effort to clarify and amplify an expanded role for the private vocational school, and to encourage, in fact, the utilization of these institutions authorized by the concept of "under contract" training as enacted in 1963. However, I might add that our testimony in 1968 did not suggest either one of these provisions. These two provisions are:

(1) Section 108(11) defining the term "private vocational training institution"

(2) Section 122(a)(7) which suggests that the grants to states for federal funds under this part may be used for the provision of vocational training through arrangements with private, vocational training institutions.

However well-intentioned these two provisions were in 1968, we suggest that they have not contributed effectively to an expanded use of private, proprietary vocational institutions under the program. As a matter of fact, they may have served as a justification for very limited utilization of private, proprietary vocational schools under the Act, rather than enhancing and expanding utilization of such institutions "under contract." The "lesser cost" test for the provision of vocational training through private vocational schools of Section 122(a)(7) was actually a paraphrase of some what was then already abandoned language of the MDTA. The expanded utilization of private schools under the MDTA was evolutionary through a series of amendments. Originally under the MDTA, in 1962, the option of administrators to utilize private schools under contract was about as loose and flexible as had been the option under the Vocational Rehabilitation Act going back to 1921. Then, to insure further use of the schools, the Act was subsequently amended in 1963 to authorize the utilization of private proprietary schools when they had "facilities" available which the public institutions lacked. Hence, there was initiated the so-called availability of facilities test. This was subsequently amended to substitute the "lesser cost" test, which has remained in the Vocational Education Act in the Section cited. However, by the time it had been incorporated into the Vocational Education Act, it had already been abandoned by a successor amendment to the MDTA which authorized administrators to utilize private schools under contract under a "comparable cost" rationale, rather than a "lesser cost." That same MDTA concept of "comparable cost" was carried forward in 1973 in Section 105(a)(3)(A) of the Comprehensive Employment Training Act of 1973. The particular language reads as follows: "* * * but nothing contained herein shall be construed to limit the utilization of services and facilities of private agencies, institutions and organizations (such as private businesses, labor organizations, private employment agencies, and private educational and vocational institutions) which can, at comparable cost, provide substantially equivalent training or services * * *"

In the light of the administrative history of the Vocational Education Act of 1963 as amended, we suggest that possibly, perhaps, the time has come for the language of the Act to be simplified rather than expanded by further complexities of "authorization." It is fair to conclude that every attempt to "authorize" the utilization of some particular type of institution in the vocational education spectrum has in some cases resulted in specious arguments permitting non-utilization. The stark simplicity of H.R. 3270, sponsored by the American Personnel and Guidance Association (APGA) sets out most explicitly two definitions which we suggest could readily replace the two sections we have just been discussing. Adoption of these simple, uncluttered concepts would also cleanly repose responsibility in administrators of the program, and make them answerable and accountable for their administration of federal or state funds. The two definitions found in the APGA bill (H.R. 3270) are found in Section 105(14) and (17) which at page 10 state:

(14) "The term 'postsecondary educational institution' means any institution of higher education including colleges and universities, vocational, technical, and proprietary schools as well as adult and community colleges."

(17) "The term 'vocational education' means vocational or technical training or retraining which is given in schools or classes under public supervision and control or under contract with a State or local educational agency."

If however the Committee feels that additional definitions are necessary, then I would suggest that the definition of a "postsecondary, occupational, education institution" as proposed by the National Association of State Universities and Land-Grant Colleges in H.R. 4797 at Section 3 be expanded to incorporate the definition of a "proprietary institution of higher education" in Section 491(b) of the Higher Education Act of 1965 as amended, which is the same source for the general definition of an "institution of higher education" found in Section 1201 of the same Act. In turn we would suggest that the present definition of a "private vocational training institution" be relaxed to provide for the utilization of all types of private institutions and not merely the restricted definition of the present language of Section 108(11). In other words, we think the states should have all the flexibility possible to administer the program and to implement its utilization, rather than be restricted and denied the opportunity to innovate.

If the position of AICS were merely to argue for our "fair share" or to seek a legislative endorsement for a "piece of the pie" the extent of our recommendations would be:

(1) That the philosophy and the language of the Comprehensive Employment Training Act of 1973 reference of "comparable cost" be substituted for the obsolete concept of "lesser cost" as it exists in the present law.

(2) That the presently restrictive definition of a "private vocational training institution" remain undisturbed.

READY ACCESS TO ALL INSTITUTIONS

However, we are of the opinion that any fair reading of the Declaration of Purpose of the Vocational Education Act of 1963 (Section 1) or as amended in 1968 (Section 101) in its ultimate purpose is dedicated to providing all persons, full-time students and part-time students, with "ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to the need, interest, and ability to benefit from such training." Therefore, we suggest that the Committee seriously consider the incisive observations and perceptive recommendations of the GAO Report, (previously cited). This Report, it seems, substantiates the view that the vocational education legislation is designed to help people. It is not enacted to preserve the turf of any particular type of institution or to subsidize any particular element of state government.

In such connection, I would like to endorse and affirm the analysis of the issues as presented by the May 15, 1975 testimony before this Subcommittee by Mssrs. Jerold Roschwalb and Newton Cattell of the National Association of State Universities and Land-Grant Colleges (NASULGC) in which they aptly simplified this complicated subject by stating the key issues of postsecondary vocational education to be:

(1) The size and the recipients of the postsecondary set aside,

(2) The authorized use of federal funds,

(3) The control of federal funds within the states.

In my opinion, this keen analysis fairly and perceptively provides the basis for this Committee and the Congress to decide just what does it want in vocational education. Both the states and the institutions involved should have a clear and precise answer. Once that policy decision is arrived at, then the states should, on a basis of realistic standards, distribute the funds as a planner and as a spender, rather than as a supplicant, having been declared in compliance with USOE requirements in order to receive federal funding. We would hope that there will be greater flexibility in the states for the distribution of postsecondary funds. There are thoughtful commentators who feel justified in asserting that in some states the present system of State Vocational Education Boards does not contemplate a full comprehension of the needs at the postsecondary level of vocational and occupational education. It is more important to understand the basis for the distribution of money, rather than to identify the partcular agency charged with the distribution. I suggest that any state vocational education plan be linked with the 1202 State Commission for coordination, planning, review, and development. Only through a necessary linkage with the State 1202 Commissions can all interested parties, public institutions, private nonprofit institutions, proprietary institutions, and the general public, have an input with the present establishment of the State Boards of Vocational Education.

PROPOSALS BY MAJOR EDUCATIONAL ASSOCIATIONS

There are a number of worthwhile suggestions in H.R. 3036 proposed by the American Association of Community and Junior Colleges (AACJC). However, we would suggest even more specific expansion of participants in the "planning activities carried on by the State Commission" referred to at page 6, lines 1–12 of H.R. 3036 to include the State Agency or Board responsible for the licensing and chartering of proprietary institutions. Many persons are unaware of the existence of these State Boards and of the increasing number of states which are exercising their long-time authority in this area. We also suggest that at every point AACJC, in their measure, has suggested the addition of the words "community college," we would suggest adding the words "proprietary school." This, of course, would then clarify any ambiguity, for example, at page 15, as to whether or not the term "vocational schools" at line 12 means only public vocational schools or that it might include postsecondary proprietary schools. Thus, an additional category of proprietary schools might be included in the list for membership in the local coordinating committee.

At page 8, beginning at line 12 of Section 126(e), we suggest that the reference to "institutions organized for profit" is inappropriate. That an institution may be organized "for profit" is a matter of institutional "motive" rather than institutional "governance." The Congress has recognized the utility and the precision of the word "proprietary" as describing that type of educational institution which is neither public nor tax-exempt. A specific example is the reference to the inclusion of proprietary schools in the State 1202 Planning Commissions authorized by the Higher Education Act of 1965 as amended in 1972. We suggest that any references to non-public, non tax-exempt institutions, be characterized as "proprietary" for purposes of revisions and reauthorization of the Vocational Education Act of 1963 as amended.

ACCESS TO ANCILLARY SERVICES AND TRAINING PROGRAMS

Because it has not been made abundantly clear, teachers and administrators in proprietary schools have not had ready access to the ancillary services and activities authorized by Section 122(a)(8) and the training programs authorized by Section 132. As we have read the Vocational Education Act of 1963 as amended, we find no language which explicitly excludes teachers and administrators in proprietary schools from the ancillary services and training programs authorized by the Act. However, to clear up this uncertainty, we would urge the Committee to make it explicit that such programs are available to all vocational educators in public, private, nonprofit and proprietary institutions. This would be consonant with the philosophy of the State Planning Commissions authorized by Section 1202 of the Higher Education Act.

SUMMARY

The several proposals sponsored by large organizations such as the American Vocational Association (AVA), the American Personnel and Guidance Association (APGA), the American Association of Community and Junior Colleges (AACJC), and the National Association of State Universities and Land-Grant Colleges (NASULGC), have provided a number of excellent vehicles on which smaller organizations such as AICS can base their comments. We appreciate having had the benefit of these several legislative proposals. We of course do not have the resources or the personnel to address ourselves to such a large task. However, we feel that each of these measures have some very excellent proposals. These include:

(1) The NASULGC proposal of H.R. 4797 which would provide for the designation of postsecondary institutions to provide postsecondary occupational edu-

cation, and at the option of the state, to designate an agency for the administration of postsecondary occupational education. This could include the use of the State 1202 Planning Commissions for development, initiation and overview of any State Plan for vocational education. In order to provide an opportunity for all eligible institutions to contribute to the success of the program, we would suggest that as an additional definition of a postsecondary occupational education institution, there be added the definition of a "proprietary institution of higher education" as defined in Section 491(b) of the Higher Education Act of 1965 as amended. Additionally, the present definition of a "private vocational training institution" should be amended to include "such other proprietary institutions" as are considered necessary in the judgment of the state.

(2) The simplified and unincumbered definitions of H.R. 3270 suggested by the APGA measure seem to offer, in my opinion, the best hope for a realistic allocation of accountability and authority in the areas of defining a "postsecondary educational institution" and what constitutes "vocational education." The latter term is unincumbered by any special conditions or authority and merely states that it either is an activity carried out in a public institution or "under contract." However, if the Committee feels that it is still necessary to "clarify and amplify" the terms under which contracting is authorized, then we suggest that the obsolete concept of "lesser cost" in the existing law be replaced with the more modern concept of "comparable cost" as articulated in the CETA. However, we suggest that even that can be used as an inhibiting or restrictive device which the GAO Report warns against.

(3) The proposals of the AACJC that wherever the term junior college appears, the term "community college" should be added to the present legislation has great merit. So also should the term "proprietary school" be added in the same sequence of terms. Also, that the term "vocational schools" be clarified to include both public tax-exempt and proprietary vocational schools and educators.

(4) That State and Federal Advisory Committees and Boards which would draw upon other State Boards for membership would include representatives of the State Board of Proprietary Schools when established in a state.

(5) Teachers and administrators in proprietary schools would have equal access to the ancillary services and training programs authorized by the Vocational Education Act of 1963.

I would like to endorse a portion of the testimony of Dr. Russell E. Larsen, Provost of the Pennsylvania State University who testified before this Subcommittee on February 25, 1975 who said: "We support, Mr. Chairman, statewide planning and state agency distribution of funds. As increased federal funding is channeled through this mechanism, states are able to serve state and local priorities and the state citizens are able to help determine how tax-payers' money is spent. At the same time, both the distributors of the public funds and the recipients of the public funds should be held strictly accountable for the use to which those funds are put."

I feel sure that the member institutions of the Association of Independent Colleges and Schools would support a reauthorization of the Vocational Education Act of 1963 as amended even though the opportunity for their participation in the contribution to the programs authorized has been severely inhibited, and, in fact, at times deliberately restricted. We would hope that amendments would be made to the program that will provide expanded service to citizens, greater access for full-time and part-time students, and comprehensive opportunities for the utilization of all educational institutions—public, private, tax-exempt, and proprietary. I feel that the purposes of the Act address themselves to the needs of the students and the possibilities for "ready access" to meaningful vocational education. This can be accomplished by greater flexibility being reposed in the states to initiate meaningful and comprehensive plans of scondary education and post-secondary occupational education through the utilization of all available institutions including public, private, tax-exempt and proprietary.

Chairman PERKINS. Let me thank you, gentlemen.

Mr. Jeffords, do you have any questions?

Mr. JEFFORDS. I appreciate very much your statement and I certainly, with other members of the committee, will read your written statements submitted for the record.

I would just like to ask one or two questions in this area, somewhat unrelated because I assume your statements may already cover this in your testimony.

I wonder what your recommendations would be or whether you see any problems in the relationship between vocational education schools and the business community as to making sure that the vocational education is relevant to the needs of the business community and what has been done to try to promote bettter coordination between the two groups?

Mr. **Byrnside.** I think one of the most important things is the fact that business education programs are developed, keeping in mind the fact that our students must go into the business community.

We have advisory committees made up of businessmen and women who give us the guidance that we need. We also have a tremendous amount of research that is going on and we find, through this, what we call action research, that there are certain things that are taking place in the business community today that we must provide for tomorrow.

We are also somewhat behind, I think, in terms of planning programs unless we do this kind of research. So we are making progress, I think, in terms of having these kinds of programs available to us, the business communities such as the chambers of commerce, the National Business League, these types of groups are also working with our programs and we certainly at the national level do this, but most importantly it is done at the local level within a certain school district and that is where you get the feedback.

Mr. **Jeffords.** Do we have a sufficient incentive on followup to determine how many people are employed in the areas for which they were trained? Do we do enough?

Mr. **Byrnside.** Did you say "incentive"? I am not sure I understand the question.

Mr. **Jeffords.** I mean do you believe there are now sufficient efforts for an incentive to followup to determine whether or not the education is being provided for the relevant needs?

Mr. **Byrnside.** No, I don't. I think that there needs to be much more emphasis placed in this area of placement and followup. I think the school has a responsibility to not only train and prepare the individual for a job, but I think the school has the responsibility to work with the business community and find jobs for those people, to find out what those jobs are and how they can best be prepared to take on these jobs.

Then I think that on the other hand we must have the followup on them in order to find out if we are doing an effective job, because in many cases we may think we are doing the right kind of thing and it does not produce the kind of worker that the business community wants, so I think the two go hand in hand.

Mr. **Jeffords.** Thank you.

Mr. **Fulton.** Mr. Jeffords, I have two points. One of the problems our schools have is at postsecondary institutions they participate in the college work study programs, but under the terms of that program the students are limited to off-campus employment in public service and nonprofit agencies. So that under the college work study program itself, they are stopped from working in business establishments as proprietary taxpaying businesses rather than public service agencies. So that is somewhat of a handicap.

However, most of our schools are very locally oriented. They have placement services. They are not elaborate systems and I suppose when the Federal Trade Commission and the Veterans Administration gets through with their new proposals, why these small schools will probably have to have elaborate recordkeeping devices, and mechanisms to prove that their people do get jobs.

This, of course, raises some question. It is very easy for some auditor, either a Government agency printing a report, or a researcher to run out and grab some statistics. But are those statistics educationally relevant and many of these assumptions by either the General Accounting Office or the Federal Trade Commission "drop outs, placement" have not been tested by educational expertise.

Now, how to defend against this I don't know because, as we all know, bad news is news.

Mr. Jeffords. That is all I have, Mr. Chairman.

Chairman Perkins. Mr. Fulton, would you tell us how many States are presently contracting with proprietary schools and how much Federal money is involved, if you know?

Mr. Fulton. Mr. Chairman, I would not be in a position to give you a figure on that, because any contracting under the Vocational Education Act authority is almost minuscule.

There are occasional and very effective programs, I understand, between some area vocational schools and community colleges and cosmetologist schools. I believe, that may be in Indiana and one or two other States, but I believe the National Association of Cosmetologist Schools can give you the information. I don't believe the U.S. Office of Education has even been able to supply it.

Chairman Perkins. I would think that there has been very little money, Federal money involved in the contracting with proprietary schools.

Mr. Fulton. I would say you are absolutely correct. It is larger in MDTA and CETA and then even large where we have investments in rehabilitation.

Chairman Perkins. Thank you, gentlemen, very much.

I do want to make one statement. I regret that the House this morning is so busy and the chances are before we complete the legislation in the final week of hearings whether we can urge, make sure that we have 100 percent attendance of our subcommittee or thereabouts, or as nearly as possible.

We may want to get several of you, to call you back just prior to it to highlight your main points so that we can resolve these differences the best we can.

I want to thank all of you for your appearances here this morning and you have been most helpful. Thank you.

[Whereupon, at 11:30 a.m., the subcommittee was recessed, to reconvene, subject to the call of the Chair.]

VOCATIONAL AND OCCUPATIONAL EDUCATION

THURSDAY, MAY 22, 1975

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins, (chairman of the committee) presiding.

Members present: Representatives Perkins, Blouin, Mottl, Hall, Quie, Bell and Goodling.

Staff present: John Jennings, counsel for the majority; Yvonne Franklin, minority research associate.

Chairman Perkins. The Subcommittee on Elementary, Secondary and Vocational Education will come to order. A quorum is present.

I am delighted to welcome this morning one of our most distinguished educators in America, a gentleman who has perhaps paved the way more so than any other Commissioner of Education, with programs not only within his own State, but commands the high respect and esteem of everybody who happens to know Wilson Riles.

Before I call on you to lead off this morning, Dr. Riles, I am going to call on my fellow colleague, Congressman Bell, for any remarks he may want to make at this time.

Mr. Bell. Thank you, Mr. Chairman.

Dr. Riles, Superintendent of Public Instruction, California, is without question one of the great educators in the Nation. I can only say to everything you said, Mr. Chairman, "touche." I think Dr. Riles is not only a great educator but also an innovative educator. It is indeed a pleasure to welcome him before this committee today.

Chairman Perkins. You just come around, Dr. Riles, and we will let you proceed first. The House goes in at 10. I know there are going to be interruptions. Then I will have to leave and go before the Appropriations Committee this morning. They are marking up a bill. They are trying to get some more money and so forth. But I hope to most intents and purposes to have your testimony through. So you proceed in any manner you prefer, Dr. Riles. Without objection your prepared statement will be inserted in the record and any exhibits you brought in connection therewith. Go ahead.

STATEMENT OF HON. WILSON RILES, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF CALIFORNIA

Dr. RILES. Thank you very much, Mr. Chairman. Mr. Bell. It is a real pleasure to have an opportunity to review with you the major highlights of California's program of vocational education and to share with you some of my thoughts about ways in which existing Federal legislation could be enhanced in order to enable us to better meet the vocational needs of our youth and adults.

Chairman PERKINS. I am going to interrupt you since we have another fellow from California. I know of no gentleman who has demonstrated a greater ability from the time he has been in Washington than Congressman George Miller. Since we have Dr. Riles on the stand I thought maybe you would like to make an introductory remark.

Mr. Miller?

Mr. MILLER. Thank you, Mr. Chairman. I simply want to welcome Dr. Riles. I am well acquainted with his work in the State. I had the privilege of working with both Dr. Riles and the Department when I was staff to the Senate majority leader in California. I know that my father also had the privilege of working with Dr. Riles for many years. I just personally believe that he has been an outstanding leader in the national education scene and welcome him here today to hear his testimony on vocational education.

I think that somewhere along the line somebody has indicated to him that he and I have some differences on the vocational education. But I think between now and noon that will be straightened out. So welcome. Thank you.

Dr. RILES. Thank you very much, Congressman.

I know that you have heard much testimony during the last few months in your efforts to provide greater leadership to vocational education. I will keep my remarks brief and merely highlight some of my thoughts and recommendations.

Let me say at the outset how important your efforts are to us in California since we are in the process of revitalizing our education system. Your consideration of changes in Federal vocational education legislation also comes at a very important time in our national history.

Our economic problems are immense. Our high unemployment rates unabated. Even these high national unemployment rates tend to obscure the substantially higher rates being experienced by some groups. For example, the unemployment rate of youth ages 18 to 24 is more than 40 percent with urban areas experiencing even higher rates among young adults. The need could not be greater for relevant vocational training for all our youth, meaningful career guidance and counseling activities in our schools and stronger ties between our schools and business and industry.

We have witnessed significant changes in vocational education during the last decade, changes in enrollments in vocational training programs, changes in the way in which training is provided by our schools and changes in the kinds of training opportunities which exist. As a result our students are better prepared to enter the labor force. Much of the impetus for these changes resulted from the new directions provided by the 1963 Vocational Education Act. In addition to expanding vocational education that act also provided a financial stimulus to States and school districts to develop a comprehensive approach.

Many changes have taken place in California's system of vocational education since then and much of it can be directly attributed to that Federal initiative.

In 1963 vocational enrollments totaled 750,000 youth and adults. In only 12 years enrollments have doubled to nearly 1½ million youth and adults. State and local support for vocational education now totals $335 million. The changes were not limited to sheer numbers however.

Prior to 1963, training opportunities were limited both in number and scope. Meaningful career and guidance programs did not exist. Little placement assistance was provided to our graduates. There were few if any programs specifically designed to meet the special needs of the disadvantaged and handicapped. Likewise, very little effort was being made to evaluate the effectiveness of our programs or to develop innovative new approaches. In addition, there were very limited opportunities for providing appropriate professional development activities for our vocational teachers in order to improve their skills.

Today we are continuing to focus on labor market needs. However, we have come to realize that we must take into account the total needs of the student in relation to those labor market needs. Vocational education, which operated almost totally outside of the regular education system, is now beginning to move into the educational mainstream.

We have initiated career guidance and placement activities to prepare our students for making occupational choices and obtaining the training necessary to pursue those choices. More importantly, we are making progress in recognizing that all students, even those who are college bound, should have the opportunity to develop a marketable skill by the time they leave high school. Historically in California vocational education has been provided by the public high schools, adult schools, and community colleges. In addition, the California legislature in the mid-1960's expanded the flexibility of the existing system by providing for regional occupational centers and programs.

The goal was to enhance the offerings of school districts by enabling them to join together to provide training opportunities in different skill areas which they could not provide individually. Regional programs also have resulted in a greater flexibility to respond more rapidly to pressing community needs since they can be offered at different physical locations and in real job settings. They can be implemented quickly and phased out when the training is no longer needed. Despite the short time that regional programs have been in existence they are already serving more than 15 percent of the vocational enrollments and annually receive more than $55 million in State support. This is but one example of State support for expanding vocational educational opportunities.

Off-campus programs are another rapidly growing and exciting part of vocational education in California. Examples of these are work experience programs, community classrooms, advanced placements, and experimental work furlough programs for potential dropouts. Presently more than 100,000 youth and adults are benefiting from hands-on work experiences in business and industry. Community classrooms have also been initiated whereby whole classes receive both their classroom and practical experience in real job settings. We have also encouraged districts to develop community internships for their students where one semester is spent working in local businesses, industries, and public agencies.

Mr. Quie. Dr. Riles, would you elaborate on the community classrooms? I am not aware of that aspect.

Dr. Riles. Instead of having the programs in a regular school setting many of the programs now are being taken to where the people are and where it is convenient for them, and in some cases on the site of the industry where the business is. In that way whatever background training you need can be given there as well as the hands-on experiences.

Mr. Quie. So for a high school student they receive both academic work and the work experience in the same location, the factory?

Dr. Riles. Yes; they would receive their English and their academic program, whatever classroom work is related to the skills that they are working on.

Mr. Quie. Is that part of the day or part of the year?

Dr. Riles. It is part of the day.

Mr. Quie. Thank you.

Dr. Riles. I might give other examples later if you wish.

These community programs work two ways. Our students are receiving unique opportunities through actual work experiences and training, experiences which cannot be found in any classroom. Secondly we are expanding community awareness and involvement in our school programs. I am firmly convinced that our schools will be successful in effectively educating our students only if we provide many more opportunities for genuine community participation in our schools.

Your consideration of renewal of the Vocational Education Act comes at a pivotal time in American education. I believe that we are beginning to move out of the rhetoric and the pervasive negativism of the late 1960's to undertake a positive reexamination of our values and our institutions. In California we are moving into the second stage of a reform effort which we undertook 3 years ago in our schools. At that time we decided to start our examination and evaluation of California's education system at the beginning, where our children start. The result was the development of our master plan for early childhood education.

The plan which is being implemented in our schools requires that parents, teachers, and principals identify the individual needs of each child, plan a program to meet those needs, work together to implement the program, evaluate the results, and change the plan if it doesn't work. The goal is to restructure the primary grades and make the schools more effective.

The focus of these first efforts is on providing individualized learning opportunities for every elementary school child. Let me say that a spark has been ignited and that as a result of these efforts Californians are beginning to believe that working together our schools can be changed for the benefit of all our children

We are now at the threshold of the next stage of this restructuring effort. Just last week I received the recommendations of a statewide commission on reform of intermediate and secondary education, RISE, which I appointed to look critically at all aspects of grades 7 through 12. The commission's recommendations are far-reaching with a common goal of providing the learning experiences our children need to be full, active, and participating members of our society in the latter part of this century and beyond. The concept of the student as the client is the keystone of these recommendations to relate his educational experiences to the world of work, to lifelong learning and to achieving his maximum potential.

I will be studying these recommendations over the next few months as we prepare to reform intermediate and secondary education.

In light of these recommendations and my personal philosophy and goals for education I would like to summarize briefly some of the important elements which I believe need to be addressed in any new vocational education legislation.

PLANNING

Existing Federal provisions for a State plan for vocational education are sound and have led to closer cooperation between the various delivery systems which I mentioned earlier. We believe that planning needs to be done sequentially at the school site level, the district level, the regional level and finally at the State level.

However, sound planning to produce desired results is made more difficult by incomplete knowledge about the level of funding which will be available. On the State level vocational education is financed through our existing support system of State and local assistance and through special or project funds allocated at the beginning of the fiscal year. These funds comprise 90 percent of our support for vocational education. However, uncertainty about the remaining 10 percent, which are Federal funds, has created numerous problems at the State and local level. The present method of allocating Federal funds has made effective planning difficult and sometimes impossible. This discourages our local administrators who would like to use Federal money wisely and as a source of seed funds for new and innovative vocational education programs. I would urge you to develop some mechanism for forward funding in the new legislation.

CONSOLIDATION

Existing statutes now provide for a myriad of categories to meet different occupational needs and assist special segments of our population. I would urge your consideration of consolidating many of these titles into a single broad authorization to give States the flexibility to determine how the unique needs of their respective populations should be addressed. Two types of consolidation come to mind. First, consolidation of funds for existing vocational education programs and for encouraging the development of new programs. Second, consolidation of funds for research and evaluation and for dissemination of exemplary projects.

Compliance with the intent of Congress can be assured if each State is held accountable for carrying out the activities and objectives of its State plan. Such accountability can be achieved through systematic Federal review and evaluation.

CAREER EDUCATION

Much of the recent attention to vocational education has resulted from heightened interest in career education. Yet at the same time a controversy has developed over the relationship among career education, vocational and academic education. In many instances we have allowed turfmanship and bickering among these programs to detract us from doing what is best for students. It seems to me that much of this bureaucratic bickering could have been avoided if at the beginning career education had been given a single identity and separate authorization for funds instead of having to compete for existing vocational education funds. Therefore we applauded Congress' efforts in the Education Amendments of 1974 to create a separate visibility for career education.

I would therefore recommend that if career education is to be within the purview of amendments to the Vocational Education Act it be articulated separately.

SOLE STATE AGENCY

It is extremely important that the sole State agency provision of the present act be continued. Assigning responsibility for policy decisions to a single State board contributes to accountability and to the development of a total comprehensive program.

In California we have developed a successful cooperative arrangement between the State board of education and the board of governors of the California community colleges. The arrangement involves a joint committee for vocational education which includes members of both boards and representatives of the superintendent of public instruction and the chancellor of the community colleges. The relationship is bound together by a cooperative agreement that identifies the role and function of each of the two boards and the staffs of the two agencies.

INCREASED RESOURCES

The need for increased resources to expand vocational education is universal throughout California. The problem is compounded however by the enormity of our present economic problems. Our present resources are simply not adequate to meet the unique educational needs of all individuals while serving those hardest hit by high unemployment and inflation.

The 1963 act represented the beginning of a comprehensive approach to vocational education. We now need to move forward with new legislation so that vocational education within the next decade truly becomes an integral and respected partner in our education system.

I believe that the recommendations which I have made today represent a necessary next step in this process and would provide needed direction and flexibility to meet the vocational needs of our young people. I hope you will give them your thoughtful consideration during the next few months.

You have had a long line of persons, institutions and groups urging you to make various changes in the existing legislation. It is true that all of these groups will be affected by the decisions you make. However, I would urge you to keep in mind the fact that the primary purpose of your deliberations is to improve opportunities for those you may not have heard from, but will be affected most—our students.

I would be happy to answer any questions which you may have. Thank you very much.

Mr. MILLER. Thank you, Dr. Riles, for your presentation this morning and for coming to Washington to give the committee the benefit of your expertise. I hadn't expected to start off the questioning. But since I have, I will get right down to a subject that you and I have corresponded on. That is the question of homemaking within vocational education as defined in the GAO report as training for nongainful employment, which undertakes the expenditure by the Federal Government of some $30 million.

My question has been put to many of the witnesses: Should we reevaluate at this time when we see that some 50 percent of our families are headed by women desiring a place in the work force to provide for either retraining or initial training of those people to become productive members of the labor force?

One of the arguments that has been made on behalf of homemaking for nongainful employment is that somehow now it has been linked to consumer protection and consumer awareness and it has been helpful in urbanized society and low-income areas to teach people how to get along in a credit society, and so forth.

My response is that perhaps that should be a part of the general education program, just as we teach health care. I just wonder if you might respond to that. I know my remarks have been interpreted to mean I want to wipe out, at least in my district, all homemaking teachers. That is not what I am suggesting. I am asking whether or not in today's society, in areas such as Compton, Calif., where unemployment is so high, this is a time when we should be making that expenditure of money? I am not sure that nongainful employment comes under that title.

Dr. RILES. I, of course, agree with you that this activity should be reevaluated. There is no question about it. I agree. As I indicated in my prepared remarks, prior to 1963, education by the original statutes was pretty much categorized into four or five different subject fields, homemaking being one, agriculture being another. Over the years you build up a constituency.

Mr. MILLER. A lobby?

Dr. RILES. The fact of the matter is that it has to be looked at and evaluated and new goals and objectives set. This is one reason we appointed the Riles Commission, so that we can look at the entire delivery system and then people are less threatened. Many of you just took them on one at a time. I think an evaluation must be made and we will proceed to do this. I hope it is done throughout the Nation.

Mr. MILLER. I want the others on the committee to ask questions. Today we go into session at 10. I just want to compliment you on your efforts to bring the traditional academic program and the vocational program closer together.

Mr. Lehman and others on this committee have expressed a concern as to why they haven't seen any Rhodes Scholars in the vocational education programs. I think California made a real effort to do that. I think it is an area where we can set an example for the rest of the country where they are still operating separately.

Mr. Bell?

Mr. Bell. Thank you, Mr. Miller.

Dr. Riles, how does California work with the labor market in the field of vocational education? Do you find that labor is willing to work with the students?

Dr. Riles. I hate to put it this way. But it is the truth. I have found that industry is more willing to get involved and assist the schools and the schools haven't been able to gear up and open up and let them in.

To give one example, in your own county, Congressman Miller, I got a call from one of the large paper chains. They said:

> We are building a new plant, a facility to serve all of our papers in the area. We would like to have someone work with us because we are going to provide special rooms for students to come in for internships, whether they want to learn from the editorial people.

And so on and so forth. By the time I regained my composure and put them in touch with people so we could have this interface, the problem is getting statistics that are sound on what the need is. We work with our agencies, other State agencies.

We are beginning to produce some reasonably good data. But frankly I have been frustrated Mr. Bell, because no one has really told us what the needs are because I have told people:

> Look, if you will tell me if you can use 500 programmers next January I can go into Watts, find students, train them and deliver them to you. But if you don't tell me if there is going to be a specific need and if the person prepares himself well there is going to be trouble.

Many kids in the central city have had things dangling out in front of them for years, their brothers and their sisters. And they just don't believe it.

But if at any time you can say, "Look, if you will prepare yourselves, get qualified, whatever the qualifications are, when you get that preparation we have a job for you at so much a month," that would make our job much easier.

But this business of training people, hoping that there will be something out there, particularly central city youngsters, has been so discouraging and disappointing that they have said, "Why should I go? I don't believe it."

Mr. Bell. Do you see any answers to this problem?

Dr. Riles. Yes. I don't know how you could get a handle on this through legislation except to point it out, encourage it, write it up in a way that it is brought to people's consciousness. I think some of your agencies here in Washington, the Labor Department, the Bureau of Statistics, ought to be aware of this.

I don't know exactly how to do it. But it seems to me that I see projections coming out all the time from the Department of Labor that their counterparts in the States are beginning to get down to specifics, that if they would, it would be very much helpful.

What we are doing at the local level, we have what we call an industry educational council. Some of the top corporate leaders in the State as well as educators have gotten together to work together at that level. But if you don't know what you are educating for it makes it difficult for us to do it.

Let me give you a bright note. I don't want to be all negative. One of the advantages of the occupational centers, the center concept, is that they are flexible enough that when they find the market is open for auto mechanics, for example, that they can get geared up within 48 hours and have the program moving and when that need is completed go out of business. We find this very important because it can gear up rapidly. It can fill a need and can go out of business.

Our problem in the past has been that it takes some programs too long to get geared up and then once they get geared up they never go out of business, no matter what the needs are. So that flexibility is very important to keep in mind. Otherwise if you build up and don't have the flexibility and don't monitor it and don't tie it to the labor need, then you build up education programs and then 20 years later there is no need for that occupation.

As you draw your legislation if you keep this in mind I think it would be helpful because if we are not all along the line conscious of these things they may just get out of control or they become a serious waste of money.

Mr. BELL. Mr. Riles, would you outline your work with the handicapped and disadvantaged?

Dr. RILES. Yes. Our record frankly and honestly—I can tell you about handicapped in other programs—I think we have one of the most exemplary programs that I know about. But in the area of vocational education we have had problems with this in the past. It has been pointed out to us by GAO—and we are going to correct it, for example—as I understand it there is just a certain amount of money indicated for the handicapped. It is not that we didn't do the job in California. It is a reporting kind of thing. I think the question was, "Are you serving 10 percent of the handicapped and 5 percent" or what ever it is? The answer was "Yes" on the reporting form.

GAO was a little upset about that, as they might be. But if this program was flexibile enough to do this, it would help us in all our programs. We are constructing guidelines and requiring that these students or these individuals, whatever they are, are to be assessed and determined and addressed and once addressed to evaluate the effectiveness.

This is what is going to have to happen with the handicapped, with the disadvantaged, with the bilingual, with everyone.

I have watched while legislators have come up with the categories. They have come up with them because they haven't been addressed at the local level. We used to deal only with average students. Vocational education we thought of as a stepchild kind of thing. "Juan, you go to vocational." "John, you go to freshman math or something" that type of thinking. We have come past that now, at least in our State. As a matter of fact, what I say to audiences, whether high economic status or low, even college-bound students and their parents, every student ought to be able to do something when he finishes high school, have some kind of marketable skill, whether they are going on to college or not. They stand up and applaud. Now we have come to a different thinking, a different time.

For the handicapped, when we put a quota on it, we are in trouble. What we have to do is require that whatever the handicapped's needs are for that training program that they be addressed. That is the way we intend to go. It is the right way, I think. I don't know whether I am making myself clear.

Mr. BELL. Yes, you are.

Dr. RILES. Let me give you an analogy. We had a program called special education in the State. We addressed ourselves to this last year. It is very difficult, Congressman, to make these changes. It took us a year to touch bases with everyone, to draw up the plan. It started with the mentally retarded. These were broken down into categories, trainable, educable, mentally retarded, autistic. We went down the line until we had 28 different categories of disabilities.

Along came a child that didn't fit into one of those categories. The child was left out. So we said, "Look, why do we have all these categories?" Because we didn't have enough money in the general program to do it. In order to get money to do it we had to go to the legislature to get special money to do it.

I said, "What would happen if we found out what the special need of that youngster is, no matter what you want to call it? Let us get away from the labels." "Good idea. Let us do it." "Well, we don't think you can possibly get it done."

So I went to one of your good friends, Mr. Lanneman. I think you know him.

Mr. BELL. Yes.

Dr. RILES. He is not only from your party but once he agrees to do something he usually gets it done. He was very interested in this. We opened up a master plan for special education in which we don't label the youngsters. But we put the money in there to meet that need.

By the way, something else we found: those borderline youngsters who can benefit in the main classroom, now we are able to do it with a special support to keep them there. I would hope that in the various arena areas of vocational education we can approach the handicapped the same way.

Not to criticize the fact that it was put in there; if you hadn't put it in there it never would have been addressed. The thing to do is to force the State planners by asking, "What do you have in your State plan to address this, this, and this? If you have it in there we will approve the plan. If you do not have it in there we will not approve it and furthermore you will monitor and go back and see that it is done." That is the way I would like to see it approached.

Mr. BELL. Thank you.

Chairman PERKINS. Let me thank you, Dr. Riles, for such outstanding testimony. I ran up to the Appropriations Committee just a moment ago. One of the main issues facing this committee in marking up legislation for the assistance that will be necessary for postsecondary and technical schools and how these funds should be administered

If I understand your statement correctly, you have resolved this issue in California to your satisfaction. I would like you to elaborate along that line because that is one of the issues here. It would not be a sticky issue if we could get necessary funding to carry on the ongoing programs.

Before you leave, let me say that Don White is a great legislative representative and a good photographer likewise. He has done an outstanding yeoman service for the great State of California over the years. But knowing you so well I sometimes call you direct because you have been so helpful to me for so many years. Let us get a picture.

Dr. Riles. In California the State Board of Education is the sole agency. There were questions raised about this from time to time. But what we did eventually was to get together representatives of everyone, the community colleges and so on, and sat down and said, "What is fair? How do we operate so that we get the job done?"

So it was decided to take representatives of both boards, put them and their staffs together and to decide on what the rules were and the available resources and what to do with them. There had to be some good faith there. But it can only happen at the local level by people doing it.

From the Federal standpoint the State Board of Education is held accountable for what happens. That is why I say you have to have a sole State agency that is already there or can get there and represents someone, part of the structure, if I may say so, and then you can hold them accountable.

If you try it the other way by setting up a new situation you are likely to get people who are not operational and can't really make a difference. In my experience, Congressman, these ended up in sections where you kind of divide up the pie. "You take this. I take that and we maintain our turfs, whatever they happen to be." Then you can't hold anyone really accountable because most of these groups don't control either the technical schools or the community colleges or the public education system and States differ. In your State you may have another situation there where it can be effective with an agency that exists.

My plea then would be to write the legislation in such a way where a sole State agency is accountable and then there is flexibility enough for the legislature or the Governor or the laws of that State to determine what that agency will be.

Chairman Perkins. That is a good answer.

Mr. Miller. Will the Chairman yield?

Chairman Perkins. Yes.

Mr. Miller. I would just like to say that it has worked out very well in a number of areas. Community college groups from different States around the country have come in and pleaded their case—really asking for Federal legislation, to do what California has done, is what they were telling us; because apparently the in-house power games within the State for these funds have left a number of groups on the outside looking in. They say things like, "If we had it like in California, things would be all right."

So I think you ought to be complimented for putting that together and also for your use of accountability.

Chairman **Perkins**. Mr. Goodling?

Mr. **Goodling**. Just one question. In previous testimony it was mentioned that your administrative staff for vocational education on the State level was 100 percent funded from Federal funds. Is there any thought to changing that? Is that the best use of Federal funds?

Dr. **Riles**. Yes. I should state this, that I became superintendent and I am just beginning my second 4-year term. I have had to set priorities over what I was going to do. I started with early childhood. Now I am at the secondary level. I know we should have taken a look at some situations before. But now we are. I am glad that this was brought to our attention. We know it.

Let me give you the rationale for this, not trying to justify it. In California we have 90 percent, 95 percent—well, let us say 90 to be on the safe side; it is really 95 percent—of vocational funds supplied by the State and local level. We have about 5 percent provided by the Federal for all programs. Some determination was made years ago that the administration of all vocational education funds might be used to get more money to administer the program. If you really want to look at it in an objective way without the bureaucratic restraints, the Federal Government is getting a great bargain. Whatever the administrative costs, if you are going to use that money to administrate, administer, a multimillion-dollar program where 95 percent of the money comes from the State.

However, bargain or no bargain, I think that we ought to shift this around in some kind of way so that it doesn't appear that we are using Federal money to administer programs. Nor do I think it would even be better to use State money to administer Federal. But that is what it really is. We are going to change it.

Mr. **Goodling**. I have no further questions.

Chairman **Perkins**. Let me deviate just a moment, Doctor.

Dr. Riles, after such excellent testimony, I would like to ask you if you feel that the Vietnamese refugee problem—and I presume your State because of its location will most likely carry a greater burden than any other State—has in any way interrupted your education program so that you need additional Federal funds for that purpose, if you have made a study and are able to give us some idea at this time?

Dr. **Riles**. We were greatly concerned when we found out that refugees were coming. I was aware of the education implications and immediately started inquiries to find out what the situation might be and what would our role be in it. I discovered much to my dismay that apparently the attitude of many people was, "Don't bring them here." I was distressed because they were already coming. To do otherwise would be to go against everything that this country has stood for. We welcome immigrants. As a matter of fact I looked at some statistics and found that in California alone we absorbed 87,000 immigrants each year.

So having 125,000 people coming to the whole Nation is not going to make a tremendous impact. But feelings were running high about it. I made a very forthright statement. I talked to some people in administration and pointed out what the needs were. After making these studies, so far as education is concerned, we found for example, after making a survey at Pendleton that 60 percent of the refugees are school-aged children and yet little or no thought was being given in Washington for their education needs.

We are going to accept refugees. We welcome them. But during this first year why not have the Federal Government pick up the cost so that at least in our communities we won't have to fight a battle by having the Federal Government bringing these people here and having to use local money to do it.

I must say with great concern that I have not yet found anyone in a position of authority in Washington to realize what to me is a very simple fact, that it is not going to break anyone.

Chairman PERKINS. Suppose you keep this committee informed about the additional burden that it is placing on your schools out there. There may be some way if not general legislation to take care of the overall problem of education and other supportive services. It may be that this committee should take some action to take care of the educational problem, at least that facet of it.

It would be my hope that the President would come along and suggest legislation to take care of the overall problem. But if that is not done we will see if we can help him. But you keep this committee advised.

Mr. Miller?

Mr. MILLER. Yes; just a statement. Quickly, I want to compliment Dr. Riles for his statements. There are many unfortunate statements made about the refugees coming to California. I think many of the people who made those statements, especially some of our political leaders, now wish they hadn't; but they did. I think yours was the most humanitarian statement that was made on behalf of the refugees.

Also in the refugee bill that we passed last week Mrs. Mink of this committee tried to get the Government to recognize the educational problems that were going to be ongoing and that they weren't going to go away in 1 year, that there would be settlement costs, transportation costs for the kids that are going to go through school. Unfortunately the California-Hawaii bill represented only 45 votes.

Chairman PERKINS. I want to state that I was one of those who supported that.

Mr. MILLER. I think the chairman makes a good point, that this committee can act on very short notice. I think we can get a better idea of how they are settling out in the State and what burden they are. I think we ought to make a plea that we need some Federal dollars because I know our current Governor is very concerned about the ability of the State to fund any new programs.

Dr. RILES. Thank you very much, Congressman. Some help on the Federal level would lessen the impact and make it possible for us to do the job that we intend to do.

Mr. MILLER. I think it would also lower the temperature level of the State; because I think at a time when so many of our citizens are really hard-pressed—families with both people working and just getting by—and now 125,000 refugees, although you and I know what the immigration figures are in our State and in the country, people would feel better if they knew the Federal Government was going to bail them out for the excess costs.

I want to thank you for your help on the school lunch program. We were trying to work out a compromise. Your wire, telling us because of our peculiar laws in California which direction we ought to take, finally enabled us to get moving. So thank you very much.

Dr. RILES. Thank you. When your chairman calls I usually act.

Mr. MILLER. The chairman has a way of getting wires from all over the country.

Chairman PERKINS. When I first came to the Congress we were losing all of our best teachers. They were going to Florida. They were going to Indiana, Michigan, some of them to your State, others to Illinois. They came back in their senior years without retirement or very little retirement. In fact one State had 6 or 8 years and they were forced to leave because of the poor salaries they had in east Kentucky at that time.

We have tried to pass a teachers' retirement bill for some 6 or 8 years. It doesn't seem to me that it should be as complicated as a lot of people feel. I know Mr. Dent's subcommittee in all probability will study it in the future. But I was thinking that we should have a bill which gives teachers credit for their service in their retirement systems by letting the Federal Government pick up approximately one-fourth of each State and let the teachers pay the other quarter. We have preempted in unemployment insurance and other areas over the years and I personally don't see why we should not take care of this group of teachers. Do you favor such a bill?

Dr. RILES. I would, Congressman. As a matter of fact, I hadn't heard of your efforts here. I have been aware of this problem for many years. It really penalizes a teacher who sees an opportunity over here, goes there and then loses completely his retirement. I think it is unfair. I would certainly be willing to work with your staff and with you to see if we can come up with something that would fill a great need.

Chairman PERKINS. I was talking with a teacher last weekend who taught in six or eight States in 40 years and told me he wasn't going to be able to connect up 15 years retirement. Those are horrible cases when people retire and come back to an area. I think there is a simple way to do this. I will have to get the subcommittee to write a bill and then we will study it from that time and then approve it.

Mr. QUIE. Will the gentleman yield?

Chairman PERKINS. Yes; I yield to my distinguished colleague.

Mr. QUIE. I am always bothered by reporting out a bill and then studying it later. It causes difficulty that way.

How would you handle the retirement situation in New York, which has generous retirements for public employees, but is now a sinking city?

Chairman PERKINS. They can contribute the same as any other State.

Mr. QUIE. But at what level?

Chairman PERKINS. There was a study in the NEA——

Mr. QUIE. Would the New York teacher be able to continue those benefits with a move to Pennsylvania?

Chairman PERKINS. Certainly.

Mr. QUIE. Their New York benefits? But the person who is in Pennsylvania when he moves to New York, would he continue the Pennsylvania benefits?

Chairman PERKINS. Those are problems we would have to decide here. We can do it.

Mr. QUIE. That would run that cost up. I suppose it is John Dent's committee. He is going to come up with some public employees' retirement that is going to cause us to take some action. Some of them are in pretty severe difficulty.

Chairman PERKINS. I introduced this bill for 10 years. I referred it first to the Brademas committee. I tried to work something out with Mr. Quie here and get something on the road. This is something we should not think of as just something that we continue to procrastinate on. There are ways to improve it through legislation. We have studied it enough to have a good sound basic bill. I don't mean to do something without some foundation.

Mr. QUIE. There are a lot of public employees, too, police, firemen, and so forth.

Chairman PERKINS. They are not in one sense of the word transient like the school teachers. A public employee as a general rule stays in a certain area, policemen, firemen. That is the way down home. I think it is pretty uniformly true. The teacher has been more mobile. They have gone over this country, like after World War II, where they could get the high dollar. That is the point that really worries me, doing something for that particular group. They are the most needy in my judgment of all the public service employees.

Mr. QUIE. If you look at the city police, they don't all hail from that same city.

May I ask Dr. Riles some questions quickly before we quit here? When you look at the set-asides for disadvantaged and handicapped how much is the State of New York going above what is mandated when made available by the Federal Government?

Dr. RILES. I don't have statistics on New York to make a comparison.

Mr. QUIE. California. Excuse me.

Dr. RILES. This is Mr. Sam Barrett, Mr. Quie, who is director of vocational education in the State of California.

Mr. BARRETT. I didn't completely hear the question, Congressman.

Mr. QUIE. We have a set-aside for the disadvantaged and the handicapped. In many States they are just at the set-aside level. They don't spend anymore than that for vocational education. I was wondering how California did.

Mr. BARRETT. Dr. Riles addressed that earlier when you had to step out. Basically in California it is a reporting problem. The districts are simply recording the amounts of funds that they have to qualify for the 10 percent handicapped and 15 percent disadvantaged rather than go through the extra redtape for those moneys. Here again we really don't know the total amount of funds that are being expended. Their districts are reporting just adequate funds for matching. I am not comfortable with that situation. Yet that really is the fact.

Mr. QUIE. What would it do to you if we required a 50–50 matching on the set-asides just as we do on the total?

Mr. BARRETT. Here again it would just require us to report programs that are already operating. I have no question but that we are overmatching in these areas just as we are probably not at the same rate we are in the basic program. But 50–50 matching I don't think would bother California at all except additional reporting problems.

Mr. QUIE. The other question is, What if we require that the Federal money going into State administration would have to be matched?

Dr. RILES. No problem. I don't know whether you were here when I explained in answer to a question of Mr. Goodling's that this was set up before I came to the department. But I did check into it after the GAO report—95 percent or 90 percent of the vocational education money is generated in the State and local district. About 10 percent is at the Federal level. Someone made the choice several years ago to use the Federal money to administer the programs.

Mr. QUIE. That wouldn't cause a difficulty?

Dr. RILES. It wouldn't cause a difficulty.

Mr. QUIE. Thank you.

Mr. BARRETT. It might make us do our homework a little better.

Mr. QUIE. I hope so.

[A recess was taken.]

Chairman PERKINS. Dr. Riles, let me take this opportunity to again compliment you for the contribution you have made in connection with the bill pending before the committee. You have been most helpful to this committee. Naturally we will always rely on the great State of California, headed by such an outstanding educational leader, for suggestions. You have really been most helpful to the committee. I just wish all the committee members this morning could have heard your testimony. It will be my purpose before we mark up this bill to take a tour, not only to look at some of the centers, vocational centers, throughout the country but the technical institutions that you have in your State, the technical training above the 12th grade and any ideas you may have. I know we will get new ideas from visiting and at the same time we will visit some areas that are not as affluent as your particular section of the country. But at the same time you have your ghettos and other problems.

We will do our darndest to write the best bill possible. A good bill could be our cheapest insurance against high unemployment rates in this country. You have been most helpful to the committee. I am sure everybody appreciates your appearance here today.

Mr. RILES. Thank you.

Chairman PERKINS. We will see you in the future.

Our next witnesses will be a panel. Come around, Dr. Arthur Lee, director of project baseline, Mr. Lowery McHenry, senior program planning specialist, Pennsylvania vocational management informations systems and Dr. William G. Conroy, Jr., associate professor of Lowell Technology Institute, Massachusetts.

Go ahead, Dr. Lee. We have so many things going on here today.

[Prepared statement of Dr. Lee follows:]

PREPARED STATEMENT OF ARTHUR M. LEE, DIRECTOR, PROJECT BASELINE

Mr. Chairman and Members of the Committee: When Project Baseline was undertaken three years ago at the request of Congress, it was on the assumption that the States knew more about their vocational education programs than the Federal Government. That assumption was correct. Project Baseline has spent the past three years gathering all of the information we could get from the States and compiling as much as we could of that information in a series of annual and special reports.

The GAO report on vocational education points out that "Congress has observed repeatedly that information about vocational education is inadequate for the purpose of formulating policy and ascertaining whether current programs are working effectively." This is still true, in spite of considerable improvement in the past four or five years.

In 1971 when we began our study, not more than half a dozen States were experimenting with new automated management information systems. Now more than three-fourths of them have such systems in operation or in some stage of development, and some of these systems are capable of processing all of the data needed by either the States themselves or the Federal Government. I mention this not to minimize the problems which remain, but to suggest that progress is being made.

The GAO report has one statement in it which I would like especially to call to your attention. "States administering programs authorized under VEA generally gather only that quantitative information required by OE—statewide expenditures and numbers of persons enrolled by level (secondary, postsecondary, adult) and instructional category (agriculture, etc)." This, unfortunately, is true even in many States which have good automated information systems. I don't think it would take a great deal of encouragement in the form of some Congressional direction and support to get them to use their capability for more extensive educational data processing, especially in vocational education. The Office of Education, on the other hand, is severely limited by the Office of Management and Budget in what it can collect.

The net result is that information about vocational education programs in a few States is fairly extensive; in many of the others it is less extensive but more than OE requires; in the rest it is only what OE is allowed to require—all of which adds up to a situation which I believe will call for the assistance of Congress to resolve.

WHAT WE NEED TO KNOW ABOUT VOCATIONAL EDUCATION

My experience with the Congressional Committees, Federal and State agencies, and advisory councils over a period of nearly ten years suggests a wide divergence of opinion about the need for data. No two States agree, and none of them agree with the U.S. Office of Education. This is true of all educational programs, not just vocational education. Under these circumstances the National Center for Educational Statistics has attempted to compile a common core of data, beginning with the elementary and secondary schools, which I understand contains more than four hundred pages. The trouble with this approach is that, while it includes everything anyone may want to know it also includes far more than anyone wants to collect.

My own approach to vocational education data needs is to list just those items which seem to be necessary for State and Federal agencies (1) to know if the statutory provisions governing Federal support are being carried out, and (2) any additional data logically required for program and financial accountability. In the following list, I have attempted to do this in four parts:

A. Data needed under the Vocational Education Amendments of 1968.

B. Data needed under the proposed Vocational Education Amendments of 1975 (H.R. 3037 and S. 941).

C. Data needed under the proposed Post-secondary Vocational Education Act of 1975 (H.R. 3036 and S. 939).

D. Data logically required for program and financial accountability.

A. Data Needed Under the Vocational Education Amendments of 1968

1. Accessibility Data. In Sec. 101 of PL 90-576 the stated purpose of the Vocational Education Amendments of 1968 is to assist the States in offering vocational education programs, "so that persons of all ages in all communities * * * will have ready access to vocational training or retraining which is of high

quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training."

Accessibility data, therefore, should identify the principal characteristics of vocational education students in each community (school district) such as sex, ethnic group, disadvantaged, handicapped, grade level, age and career objective; each vocational education program availble in each community; current and projected employment opportunities in each community related to vocational education programs (OE code); and some measure of the quality of the program offered.

2. Student Data. In Sec. 122(a)(4)(A) State grants may be used to provide "vocational education for persons * * * who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program." Sec. 122(a)(4)(B) includes "vocational education for handicapped persons who because of their handicapping condition cannot succeed in the regular vocational education program without special educational assistance or who required a modified vocational education program."

Sec. 123(a)(4)(C) under "State Plans" requires that a State must submit annually "a long range program plan [which] describes the present and projected vocational education needs of the State in terms of the purposes of this title."

Sec. 123(a)(6) requires that the policies and procedures in the State Plan "assure that * * * (B) due consideration will be given to the relative vocational education needs of all population groups in all geographic areas and communities in the State, particularly persons with academic, socioeconomic, mental, and physical handicaps that prevent them from succeeding in regular vocational education programs."

Student data therefore, should include for each enrollee the local school district (community) vocational program(s) in which enrolled, career objective, sex, ethnic group, disadvantaged, handicapped, grade level, and age.

3. Instructional and Other Professional Personnel Data. Sec. 123(a) authorizes the Commissioner to approve each State's annual plan only if it meets a number of conditions, one of them being that it "(7) provides minimum qualification for teachers, teacher-trainees, supervisors, directors, and other personnel having responsibility for vocational education in the State and the policies and procedures developed to improve the qualifications of such personnel and to insure that such qualifications continue to reflect a direct relationship with the need for personnel in vocational education programs carried out under the State plan."

Professional personnel data should include, therefore, the category (instructor, supervisor, etc.), occupational program, whether full-time or number of hours per week if part-time, level (secondary, post-secondary, adult), and level of qualification (years of work experience, recentness of work experience, educational preparation, years of teaching experience, State certification and perhaps competency rating in field taught).

4. Financial Data. Under Sec. 122(a) grants to the States may be used for "(1) vocational education programs for high school students * * *, (2) persons who have completed or left high school * * * (3) persons who have already entered the labor market and who need training or retraining * * *; (4) (A) persons who have academic, socioeconomic, or other handicaps * * *; (4) (B) handicapped persons who * * * cannot succeed in the regular vocational education program without special educational assistance or who require a modified vocational education program; (5) construction of area vocational education school facilities; (6) vocational guidance and counseling * * *; (7) provision of vocational training through arrangements with private vocational training institutions * * *; and (8) ancillary services [teacher training and supervision, program evaluation, special demonstration and experimental programs, instructional materials, and improved State administration]."

Sec. 122(c) provides "(1) That for any such fiscal year the amount used for [disadvantaged vocational education students] * * * shall not be less than 15 percentum" of the total State allotment; "(2) That for any such fiscal year the amount used for [persons who have completed or left high school] shall not be less than 15 percentum of the total allotment of such funds for each State;" and "(3) At least 10 percentum of each State's allotment of funds * * * shall be used only for [handicapped vocational education students]."

Sec. 123(a)(5)(B) authorizes the Commissioner to approve a State's annual plan if it describes the "allocation of Federal and State vocational education funds to programs, services, and activities to be carried out under the State plan during the year for which Federal funds are sought (whether or not supported with Federal funds) under this title;" and (6) assures that due consideration will be given to (A) the results of periodic evaluation of programs "in the light of information regarding current and projected manpower needs * * *," (B) "relative vocational education needs of all population groups in all geographic areas and communities in the State," (C) "the relative ability of particular local educational agencies in the State, particularly those in economically depressed areas and those with high rates of unemployment, to provide the resources necessary to meet the vocational education needs * * *," and (D) the cost of the programs, services, and activities provided by local educational agencies which is in excess of the cost which may be normally attributed to the cost of education in such local educational agencies."

Sec. 123(a)(11) authorizes the Commissioner to approve a State's annual plan if it "provides assurance that Federal funds * * * will be so used as to supplement, and to the extent practical, increase the amount of State and local funds that would in the absence of such Federal funds be made available * * *."

Sec. 123(a)(12) authorizes the Commissioner to approve a State's annual plan if it "sets forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State (including such funds paid by the State to local educational agencies) under this title."

Sec. 123(a)(16)(A) authorizes the Commissioner to approve a State's annual plan if it "provides that grants * * * shall be allocated within the State to areas of high concentration of youth unemployment and school dropouts."

Altogether there are eleven separate authorizations for funds under the Vocational Education Amendments of 1968. These are for (1) Parts B and C (grants to the States with a percentage designated for research and training), (2) disadvantaged vocational education students (two years of additional funds), (3) National and State advisory councils, (4) exemplary programs and projects, (5) residential vocational education demonstration facilities in the States, (6) grants to reduce borrowing costs for schools and dormitories, (7) consumer and homemaking education, (8) cooperative vocational education programs, (9) world study programs for vocational education students, and (10) curriculum development.

Financial data should, therefore, include expenditures at the State level and by each local school district for each of the above purposes, and for each instructional program, service, or activity; and the sources of funds expended, whether Federal or State/local.

B. *Data Needed Under the Proposed Vocational Education Amendments of 1975*

1. Accessibility data. Sec. 101 of HR 3037 and S. 941, the "Declaration of Purpose", contains the same provisions as in the Amendments of 1968, with two additions: "stipends to out-of-school youth and young adults, and adults who need financial assistance to obtain such education to improve their employability," and "career guidance and exploration to make an occupational choice."

Accessibility data would thus be the same as under the 1968 Amendments, with addition of data identifying career guidance and exploration in each community (elementary, secondary, and post-secondary school or district), and economic status (need for financial assistance) as a student characteristic.

2. Student data. Sec. 133(b) provides that grants for State vocational education programs may be used for (A) "high school students," (B) "persons who have completed or left high school and who are available for study in preparation for entering the labor market," (C) "persons who have already entered the labor market and who need training or retraining * * *," (D) "persons * * * who have academic, socioeconomic, or other disadvantages which prevent them from succeeding in the regular vocational education program" and "handicapped persons who because of their handicapping condition cannot succeed without assistance or who require a modified vocational education program."

Student data need not be as detailed as under the Vocational Education Amendments of 1968, since both the spending categories and provisions in the State plans are permissive rather than mandatory. Detailed data will be suggested below, however, under requirements for program and financial accountability.

3. Instructional and Other Professional Personnel Data. H.R. 3037 and S. 941, the proposed Vocational Education Amendments of 1975 contain provisions for

teacher education, both preservice and inservice, in Sec. 142, and for leadership development for non-instructional personnel under Sec. 154. Again, the uses of these funds are broadly defined and require no specific data on persons affected. This proposed legislation has no requirement, as the 1968 Amendments have, that improving the qualifications of vocational education personnel must be included in each State plan. Professional personnel data, therefore, would not be needed to know if the law were being observed. However, program and financial accountability would suggest that certain data should be made available, and these will be described under the following section.

4. Financial Data. Detailed requirements regarding Federal and State vocational education expenditures, such as minimum percentages for certain purposes, are omitted from the proposed Vocational Education Amendments of 1975. Distribution of funds is also permissive rather than mandatory.

There are thirteen separate authorizations for funds. These are for (1) the National Advisory Council, (2) State advisory councils, (3) State planning and accountability, (4) career guidance and exploration, (5) vocational education program support, (6) teacher education, (7) placement and follow-up, (8) student support, (9) leadership and development awards, (10) research and training, (11) curriculum development, (12) exemplary programs and projects, and (13) institutes and leadership education for administrators, educational boards, and other public groups.

Financial data should include, therefore, expenditures, preferably at both the State and local levels, for each of the above purposes; and the sources of funds used, whether Federal or State/local. Financial aid program accountability would require additional data, which will be described under that designation.

C. *Data Needed Under the Proposed Post-Secondary Vocational Education Act of 1975*

1. Accessibility Data. This proposed legislation would retain the Statement of Purpose in Sec. 101 of the Vocational Education Amendments, amended only to include the words "and occupational" after "vocational" each time it appears. Accessibility data should, therefore, be the same as noted in the previous section under Vocational Education Amendments of 1968.

2. Student Data. The only reference to a requirement making vocational or occupational data available to particular groups of persons is found in Sec. 127(a)(4). This provision authorizes the Commissioner to approve a State plan for occupational education only if due consideration is given (B) "to the relative occupational needs of all groups in the State, particularly persons with academic, socioeconomic, mental, language, and physical handicaps," (C) "to the occupational education needs of areas of the State with relatively high unemployment rates and otherwise depressed," and (D) "to the training needs of older persons in need of employment including elderly persons engaged in voluntary service."

Student data, therefore, should also be the same as under the Vocational Education Amendments of 1968, except that career objectives should be changed to employment or other objectives.

3. Instructional and Other Professional Personnel Data. The proposed "Post-secondary Vocational Education Act of 1975" retains paragraph (7) of Sec. 123(a) of the Vocational Education Amendments of 1968.

Instructional and other professional personnel data, therefore, should be the same as noted in the previous section under the Vocational Amendments of 1968.

4. Financial Data. The principal difference between allocation and expenditure provisions of the proposed "Post-secondary Vocational Education Act of 1975" and the 1968 Amendments is in a three-way division of each State's basic grant. Forty percent would go to the State educational agency for vocational education through grade 12, forty percent to the State 1202 Commission for occupational education in post-secondary institutions, and twenty percent to one or the other agency as determined by a State Board for Allotment of Federal Vocational Funds appointed by the Governor.

Financial data should, therefore, be the same as under the 1968 Amendments, with the addition of the above categorical identity of expenditures.

D. *Data Logically Required for Program and Financial Accountability*

1. Student Data. In addition to data already noted, there should be completion, placement, and follow-up data for each student. Student identity need not

and should not be included, merely individual data in numbered files with local school districts or State agencies retaining the key which relates file numbers to actual persons.

It is important in accounting for the programs offered and funds spent to know not only how many students completed each program but who these students were in terms of the individual characteristics. The same is true of those who were employed. Then it is possible to know if particular programs are more or less successful in preparing males or females for employment, persons of one ethnic group or another, disadvantaged, handicapped, or normal, secondary, post-secondary, or adult students, and in one or another age bracket. It is also possible to know which combinations of these characteristics may be better suited for one occupational program or another.

Accountability for programs offered and funds spent cannot be made solely on the basis of completions and employment, however. Additional data are needed. These can be obtained only in a follow-up of individual students, either all of those who have completed or dropped out of vocational education programs, or a stratified random sample.

Two additional kinds of data are needed about students if vocational education programs are going to be assessed according to their purpose and according to the relative ability to students in different programs and different communities to benefit from the training offered. One of these is the purpose a student has in enrolling in the program, and this can be identified under the three basic purposes of the 1968 Amendments: to explore vocational skill training, to prepare for skilled or semi-skilled employment, or to supplement previous training by acquiring new or additional skills. The other is some measure of each student's ability to learn, such as grade point average or class rank.

Student data should, therefore, include sex, age, ethnic group, handicapped or disadvantaged, program completed or from which left, purpose (exploratory, preparatory, supplemental), grade point average or class rank, employment status (full-time in field for which trained, part-time, unemployed seeking work, unemployed not seeking work, full-time in field other than that for which trained), (continuing education), opinion of vocational training, and earnings.

2. Program and Financial Data. There are two glaring omissions in most educational data available at all levels, which are essential if not critical in accounting for the programs offered and funds spent. These are the clock hours of instruction in each course, and the actual expenditures for each course both direct and indirect. With these data the incremental cost of vocational education can be determined as required under the 1968 Amendments as well as the cost per program in different schools, geographic areas, and States. Cost efficiency ratios and cost benefit studies can be made using each of the student and program variables by which these data can be tabulated.

Program and financial data needed, then, are for each program, the kind of instruction (institutional, cooperative, or work experience), sources of funds used and amounts of each, direct and indirect costs (actual expenditures, including pro rata institutional expenditures for space, utilities, administration, etc), purpose (exploratory, preparatory, supplementary), grade level, and clock hours of instructional time.

3. Uniform Definitions. Accountability depends in large part on knowing what the data mean that are being reported. Accountability at the local school level requires only that student, course, financial and other data are uniform within the school. School district accountability requires uniform definitions throughout the district. State accountability requires uniform data from all school districts, and Federal accountability requires national uniformity in reporting the same kinds of data.

Project Baseline has discussed this need in each of its first three national reports. In Part 1 of the third year report a set of definitions of terms most often used in data collection are suggested. Nationally the existing situation in vocational education is just short of complete chaos. We have literally fifty-six different sets of criteria used to identify the product of vocational education programs and expenditures.

E. *Summary of Data Needed*

In summarizing the vocational education data needed under the Vocational Education Amendments of 1968, in two of the proposed vocational education bills now before Congress, and what are logically required for program and financial accountability, I will follow essentially the categories used under each of these headings in the preceding sections of this statement but with some consolidation. In the preceding sections I have identified four kinds of data needed: (1) accessibility data; (2) student data; (3) instructional and other professional personnel data; and (4) financial data.

In the summary below, accessibility data are included in the student and program categories. Financial data are included also in the program category, leaving only three: (1) student, (2) program, and (3) professional personnel.

1. *Student data.*—Annual unduplicated enrollment, completion, placement and follow-up within each local community (school district) for each occupational program by sex, ethnic group, age, grade level, grade point average, disadvantaged or handicapped, and purpose (exploratory, preparatory, supplemental); with earnings and student evaluation of the vocational education program included in follow-up.

2. *Program data.*—Programs offered (OE Code) in each community (local school district); and for each program the kind of instruction (institutional, cooperative, work experience), sources of funds (State and local, Federal VE Part B, etc.), grade level, clock hours of instruction, direct and indirect expenditures.

3. *Professional personnel.*—Numbers of vocational education teachers, teacher-trainees, (preservice and inservice), supervisors, directors, and other professional personnel (totals, part-time, and full-time equivalent) in each occupational program (OE Code) by category, grade level, age, sex, years of work experience in teaching field, recentness of work experience, educational preparation, years of teaching experience (full-time equivalent), State certification, and if possible skill competency rating in teaching field.

A fourth category of data clearly needed under the 1968 Amendments and in both of the proposed measures before Congress, as well as for accountability, is employment market demand. This, hopefully, can be supplied by the U.S. Department of Labor, but it has to be supplied by vocational education occupational codes and for each county or other geographic subdivision in each State. These data must be available for the current year, and on the basis of one- and five-year projections.

All data must be based on nationally standardized definitions, flexible enough to allow each State to develop its own programs to serve its own vocational education needs, but with enough uniformity that data about students, costs, and instruction mean basically the same things in every State.

WHAT WE KNOW ABOUT VOCATIONAL EDUCATION

Virtually the only national data we have about students, professional personnel, programs or finances are totals. We know the total number of students enrolled in each State; the total number enrolled in each course or occupational area; the number in secondary, post-secondary and adult programs; the number of adults in preparatory, supplemental, and apprenticeship programs; the number of disadvantaged and handicapped at each level; the number in cooperative education in each occupational area or course; the number of work study students at each level; and the total number of students enrolled in industrial arts, volunteer fireman, group guidance, pre-post-secondary and remedial programs at each level.

We know the number who completed their programs or left early with job entry skills by level and occupational program; the number continuing their education; those who are available or not available for work at each level and in each occupational area; the number employed in the field for which they were trained or in other fields at each level and in each occupational area; the number unemployed who are seeking work at each level and in each occupational area, and the total disadvantaged and handicapped who completed their programs, are continuing their education, or are employed or unemployed.

We know the number of programs offered in each State by OE Code; we know the total expenditures for vocational education from Federal and/or State/local sources by level and legislative purpose; we know ancillary expenditures, carryover, unpaid obligations, contracted instruction, and disadvantaged and handicapped expenditures from Federal and/or State/local funds.

We know the total number of vocational teachers in each occupational area (agriculture, distributive education, technical education, trade and industrial, etc) by full-time equivalency at the secondary and post-secondary levels and by the number teaching full-time or part-time at the adult level; the number of administrative personnel serving full-or part-time at each level; the total number of teacher-trainees in preservice and inservice for each occupational area; the number of teachers and teacher-trainees in group guidance, disadvantaged, handicapped, remedial, exemplary, and Part G cooperative education; and teacher-trainees for each area who are completing State plan requirements.

In addition, however, thirty-eight States had some components of a computerized management information system in operation in 1974, and eight others were in some stage of developing such a system; and these States either have or are capable of having a considerable amount of additional data about their vocational education students, programs, and professional personnel.

Twenty-six States can now relate enrollment, follow-up, instructional personnel, and cost data with one or more of the other categories in their automated management information system.

Twenty-three States collected student data by individual student, and can relate any of the student characteristics with each of the others.

Thirty-one States collect more data about their students, programs, or professional personnel than OE requires, and thus already know more about vocational education in their States than is known by the Federal Government.

To be more specific, I am identifying each State which collects each of the separate data elements listed above in the summary of data needed. These have been restated below in a way that identifies each of them separately. There are thirty-eight altogether. Following each element is the list of States that to the best of our knowledge at this time are collecting that data element. The lists are not entirely complete because the Project Baseline staff is still receiving and entering this information in our tabulations, and they have not been verified by the States themselves. However, they should be reasonably accurate, and will be verified before being published in our fourth annual report .

The first two items under each of the kinds of data are: (1) Does the State collect more data than simply the totals required by the Office of Education, and (2) Does the State collect individual data? The remaining elements are data to be identified only if the States are collecting individual data. Under student data, thirty-one States do collect more data than required on the Federal forms, and twenty-three collect individual student enrollment data. Twenty-six collect individual student follow-up data.

There are twenty separate student data elements listed. All twenty-six States collect one of these, whether a student in the follow-up is disadvantaged or handicapped. Twenty-two collect the OE Code number of the occupational program in which each student is enrolled. Twenty-one collect disadvantaged, handicapped, and twenty collect cooperative, work study, or regular status for each student.

Eighteen collect the sex identity of each student enrolled, and seventeen collect the sex of each student followed up. Fourteen States get each student's evaluation of the vocational education received in the follow-up; fourteen get ethnic group identity in the follow-up; and ten get a grade point average or class rank for each student in the follow-up.

Thirteen States include the grade level of each vocational education student enrolled. Eleven include the local school district identity in the follow-up. Twelve include the student's age in their enrollment data and ten include it in their follow-up data. Six States also include the grade point average or class rank of each student enrolled. There are three student data items about which we have little knowledge as to whether the States are collecting them, but we are in the process of finding out.

Thirty-three States collect more information about their vocational education programs than they are required to report to the Federal Government. There are six data items needed about individual courses, and twenty States collect one of these—the type of class (cooperative or regular). Nine get the individual programs offered in each school district by the OE occupational code; twelve get the number of contact hours each course meets; and seven include grade level. We do not yet know how many States are collecting cost data or source of funds for each course.

Twenty-one States collect more data about their professional personnel than the U.S. Office of Education requires. Twenty-three States collect individual personnel data. All of these include the individual's category (teacher, administrator, etc.), and twenty-two include grade level. Thirteen collect the age, sex, years of work experience in teaching field, and number of years of teaching experience. There are five items of personnel data about which we have little or no information at this time.

TABLE 1.—STATUS OF VOCATIONAL EDUCATION, DATA COLLECTION, APRIL 1975

I. Student Data

1. States collecting more data than totals required by OE.[1] Total 31.
AR AL AZ CA CO FL HI IL IA KS KY MD MI MN MS MO NV NJ NY NC OH OK OR PA TN TX VT VA WA WV WI (P-S only)
2. States collecting individual student data. Total 23.
AZ CO FL HI KS KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WV WI (P-S only) PR
3. States collecting individual student data by OE Code of program in which enrolled, or occupational objective.[1] Total 22.
AZ CO FL HI KS KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WV WI (P-S only)
4. States collecting individual student data by purpose of enrollment (exploratory, preparatory, supplemental). Total 1.
NM
5. States collecting individual student data by sex.[1] Total 18.
AZ CO FL HI KS KY MD MO NV NM NY OK OR PA TN TX WV WI
6. States collecting individual student data by ethnic group.[1] Total 16.
AZ CO FL KS KY MD MO NV NM NY OK OR PA TN TX WV
7. States collecting individual student data by age.[1] Total 12.
CO HI KS KY MD NV NM OK PA TN WV WI (P-S only)
8. States collecting individual student data by grade level.[1] Total 13.
CO FL HI KS MS MO NV NM OK OR PA TN WV
9. States collecting individual student data by grade point average or class rank.[1] Total 6.
HI KY MO NV PA TN
10. States collecting individual student data by disadvantaged status.[1] Total 21.
AZ CO FL HI KS KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WI (P-S only)
11. States collecting individual student data by handicapped status.[1] Total 21.
AZ CO FL HI KS KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WI (P-S only)
12. States collecting individual student data by cooperative or work study status.[1] Total 20.
AZ CO FL HI KS KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA
13. States collecting individual followup information either through following up of each student or using a stratified random sample.[1] Total 26.
AZ AR CO FL HI KS KY MD MA MN MS MO MT NV NM NY OK OR PA RI TN TX VA WA WV WI (P-S only)
14. States collecting more individual followup data than totals required by OE.[1] Total 21.
AZ CO FL HI KS KY MD MA MO MT NV NM NY OK OR PA RI TN TX WA WV
15. States collecting individual followup information by OE Code of program completed or occupational objective, either through followup input or through matching with student files.[1] Total 24.
AZ CO FL HI KS KY MD MA MN MS MO MT NV NM NY OK OR PA RI TN TX VA WA WV
16. States collecting individual followup data by purpose (exploratory, preparatory, supplemental). Unknown.
17. States collecting individual followup data by local school district identity (by code or name).[1] Total 11.
AZ CO HI KS NM OK PA TN WA WV WI
18. States collecting individual followup data by sex.[1] Total 17.
AZ CO FL HI KS KY MD MO NV NM NY OK OR PA TN TX WI
19. States collecting individual followup data by ethnic group.[1] Total 14.
AZ CO FL KS KY MD MO NV NY OK OR PA TN TX
20. States collecting individual followup data by age.[1] Total 10.
CO HI KS KY MD NV OK PA TN WI (P-S only)
21. States collecting individual followup data by grade point average or class rank.[1] Total 10.
CO FL HI MS MO NV OK OR PA TN

See footnote at end of table.

Table 1.--STATUS OF VOCATIONAL EDUCATION, DATA COLLECTION, APRIL 1975--Continued

I. Student Data

22. States collecting individual followup data by disadvantaged or handicapped.[1] Total 26.
AZ AR CO FL HI KS KY MD MA MN MS MO MT NV NM NY OK OR PA RI TN TX VA WA WV WI

23. States collecting individual follup data by earnings. Unknown.

24. States collecting individual followup data by student evaluation of vocational education training received.[1] Total 14.
AZ CO HI KY MD MI MN MT NY OK PA TN VA WI

II. Program Data

1. States collecting more data than totals required by OE.[1] Total 33.
AL AZ AR CA CO CT DE FL HI IL IN IA KS KY MD MN MS MO NH NM NC OH OK OR PA RI TN TX UT VA WA WV WI

2. States collecting individual course data by programs offered in each school district by OE Code.[1] Total 9.
AZ CO HI KS OH PA TN WV WI

3. States collecting individual course data by grade level. Total 7.
CO HI KS OH PA TN WV

4. States collecting individual course data by contact hours. Total 12.
CO FL HI KS MD NV MN NY OH PA WI WV

5. States collecting individual course data by type of course (cooperative or classroom only).[1] Total 20.
AZ AR CO FL HI KS KY MD MO NV NM OH OK OR PA RI TN TX WA WI

6. States collecting individual course data by expenditures which include both direct and indirect cost of each course. Unknown

7. States collecting individual course data by sources of funds for each course (State/local, VE Part B, etc.). Unknown.

III. Professional Personnel Data

1. States collecting more than totals required by OE.[1] Total 21.
AL AZ CO FL GA HI IN IA MD MS NH OH OK OR PA RI TN TX WA WV WI

2. States collecting individual personnel data.[1] Total 23.
AZ CA CO FL HI IA KY MD MA MO MT NV NM NV OH CK OR PA TN UT VT WV WI (P-S only)

3. States collecting individual personnel data by category (teachers, teacher-trainees, administrators, director, et cetera).[1] Total 23.
AZ CA CO FL HI IA KY MD MA MO MT NV NM NY OH OK OR PA TN UT VT WV WI (P-S only)

4. States collecting individual personnel data by a percent of full-time in Vocational Education assignment. Total 1.
WV

5. States collecting individual personnel data by grade level of vocational education assignment.[1] Total 2
AZ CA CO FL HI IA KY MD MA MO MT NV NM NY OH OK OR PA TN UT VT WV

6. States collecting individual personnel data by age.[1] Total 13.
AZ CO FL HI MD MO NV OH OK OR PA TN WV

7. States collecting individual personnel data by sex.[1] Total 13.
AZ CO FL HI MD MO NV OH OK OR PA TN WV

8. States collecting individual personnel data by years of work experience in teaching field.[1] Total 13.
AZ CO FL HI KY MD MO OH OK OR PA TN WV

9. States collecting individual personnel data by number of years since last work experience in teaching field. Total 1.
WV

10. States collecting individual personnel data by college degree and number of graduate hours of study since most recent degree. Total 1.
WV

11. States collecting individual personnel data by number of years (fulltime equivalent) of teaching experience.[1] Total 12
AZ CO FL HI KY MD MO OK OR PA TN WV

12. States collecting individual personnel data by State certification. Unknown.

13. States collecting individual personnel data by skill competency rating in teaching field. Unknown.

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[1] Puerto Rico is unknown.

WHAT WE DO NOT KNOW ABOUT VOCATIONAL EDUCATION

While we have various total figures of vocational education students, programs, and professional personnel, we do not know the relationships between them in most States or at the national level. For example, we know the total number of students enrolled in each course or occupational area; the number in secondary, post-secondary, and adult programs; and the number who completed their programs or left early with job entry skills. But we do not know the number of students enrolled in a particular course or occupational program—welding, for example—at the secondary level who complete the program or leave early with job entry skills. Nor do we know the number who drop out of any particular program or at any level, or whether they are disadvantaged or handicapped.

In the same way we know the total number of vocational education programs offered in each State by OE Code, and the total expenditures by level and legislative purpose, but we do not know in most States or at the national level the cost of each program. Thus it is extremely difficult if not impossible to know "the cost of the programs, services, and activities provided by local educational agencies which is in excess of the cost which may be normally attributed to the cost of education in such local educational agencies." This is information, as noted earlier, which the Vocational Education Amendments require "due consideration" be given to in each State plan before the Commissioner is authorized to approve it.

The same situation exists with professional personnel. We know the total number of teachers in each of eight broad categories such as agriculture, and the total number teaching disadvantaged or handicapped, but not the number teaching disadvantaged or handicapped students in agriculture. These are just examples. The major problem is that while such additional data can be collected by totals in each State, the specific totals needed must be requested from local schools and providing them would be an added burden. As far as I know, Ohio is the only State attempting to do this on a broad scale, and only with student data. Program and professional personnel data are collected individually in Ohio, but student data are collected as classroom totals.

The way to know specifically which data elements we do not have is to reverse the preceding lists of States that are collecting each of the data elements needed and show the ones that are not. Thus we see that twenty-five States do not know which students being followed up are disadvantaged or handicapped. Twenty-nine (omitting Ohio) do not know the occupational program (OE Code) in which each student is enrolled. Thirty-one cannot identify vocational education students who are disadvantaged, handicapped, or in cooperative or work study programs.

Thirty-three States have no information about the sex of individual students. Thirty-seven do not get individual student evaluations of their vocational education in the follow-up. Thirty-seven have no information about the ethnic identity of individual students being followed up; and forty-one do not know the grade point average or class rank of such students.

Thirty-eight States have no knowedge of the grade levels at which individual students are enrolled in vocational education programs. Forty do not know the local school in which individuals being followed up had their training. Forty-one have no information about the grade point average or class rank of former vocational education students being followed up.

Thirty-one States do not collect individual course data about the kind of class—cooperative, work experience, or regular. Forty-two States do not know the occupational identity (OE Code) of the individual vocational education programs in each local school district. Thirty-nine States do not know the number of contact hours each course meets.

Twenty-nine States do not have individual professional personnel data which include category (teacher, administrator, etc.) or grade level in the case of teachers. Thirty-eight have no information about the age, sex, years of work experience in their teaching fields, and thirty-nine do not know the number of years of teaching experience of individual vocational educators.

TABLE 2.—STATUS OF VOCATIONAL EDUCATION, DATA COLLECTION, APRIL 1975

I. Student Data

1. States collecting only data required by OE.[1] Total 21.

AK DC IN MA NH RI UT
CT GA LA MT NM SD WI (Sec. only)
DE ID ME NE ND SC WY

2. States not collecting individual student data. Total 30.

AL CA DC IL LA MN NH ND SD VA
AK CT GA IN ME MS NJ OH UT WI (Sec. only)
AR DE ID IA MI NE NC SC VT WY

3. States not collecting individual student data by OE Code of program in which enrolled, or occupational objective.[1] Total 30.

AL CA DC IL LA MI NH ND SD VA
AK CT GA IN ME MS NJ OH UT WI (Sec. only)
AR DE ID IA MN NE NC SC VT WY

4. States not collecting individual student data by purpose of enrollment (exploratory, preparatory, supplemental).[1] Unknown.

5. States not collecting individual student data by sex.[1] Total 33.

AL CA DC IL LA MI MT NJ OH SD VA
AK CT GA IN ME MN NE NC RI UT WA
AR DE ID IA MA MS NH ND SC VT WY

6. States not collecting individual student data by ethnic group.[1] Total 35.

AL CA DC ID IA MA MS NH ND SC VT WI
AK CT GA IL LA MI MT NJ OH SD VA WY
AR DE HI IN ME MN NE NC RI UT WA

7. States not collecting individual student data by age.[1] Total 40.

AL AR DE GA IN ME MN MT NJ ND RI TX VA WY
AK CA DC ID IA MA MS NE NY OH SC UT WA
AZ CT FL IL LA MI MO NH NC OR SD VT WI (Sec. only)

8. States not collecting individual student data by grade level.[1] Total 38.

AL AR DE ID IA ME MI NE NY OH SD VT WI
AK CA DC IL KY MD MN NH NC RI TX VA WY
AZ CT GA IN LA MA MT NJ ND SC UT WA

9. States not collecting individual student data by grade point average or class rank.[1] Total 45.

AL AR CT FL IL KS MD MN NE NM ND OR SD VT WV
AK CA DE GA IN LA MA MS NH NY OH RI TX VA WI
AZ CO DC ID IA ME MI MT NJ NC OK SC UT WA WY

10. States not collecting individual student data by disadvantaged status.[1] Total 31.

AL CA DC IL LA MN NH ND SD VA WY
AK CT GA IN ME MS NJ OH UT WV
AR DE ID IA MI NE NC SC VT WI (Sec. only)

11. States not collecting individual student data by handicapped status.[1] Total 31.

AL CA DC IL LA MN NH ND SD VA WY
AK CT GA IN ME MS NJ OH UT WV
AR DE ID IA MI NE NC SC VT WI (Sec. only)

12. States not collecting individual student data by coop. or work study status.[1] Total .1.

AL CA DC IL LA MN NH ND SD VA WY
AK CT GA IN ME MS NJ OH UT WV
AR DE ID IA MI NE NC SC VT WI

13. States not collecting individual followup information either through following up each student or using a stratified random sample.[1] Total 26.

AL CT GA IN ME NH ND SD WI (Sec. only)
AK DE ID IA MI NJ OH UT WY
CA DC IL LA NE NC SC VT

14. States collecting only the totals required by OE on individual followup.[1] Total 30.

AL CA DC IL LA MN NH ND SD VA
AK CT GA IN ME MS NJ OH UT WI
AR DE ID IA MI NE NC SC VT WY

15. States not collecting individual followup by OE Code of program completed or occupational objective, either through followup input or through matching with student files.[1] Total 27.

AL AR CT DC ID IN LA MI NH NC OH SD VT WY
AK CA DE GA IL IA ME NE NJ ND SC UT WI

16. States not collecting individual student followup by purpose (exploratory, preparatory, supplemental).[1] Unknown.

17. States not collecting individual student followup by local school district identity (by code or name).[1] Total 40.

AL CA DC ID IA ME MI MO NV NY OH SC UT WY
AK CT FL IL KY MD MN MT NH NC OR SD VT
AR DE GA IN LA MA MS NE NJ ND RI TX VA

18. States not collecting individual student followup by sex.[1] Total 34.

AL CA DC IL LA MI MT NJ OH SD VA WY
AK CT GA IN ME MN NE NC RI UT WA
AR DE ID IA MA MS NH ND SC VT WV

19. States not collecting individual student followup by ethnic group.[1] Total 37.

AL CA DC ID IA MA MS NH NC RI UT WA WY
AK CT GA IL LA MI MT NJ ND SC VT WV
AR DE HI IN ME MN NE NM OH SD VA WI

20. States not collecting individual student followup by age.[1] Total 42.

AL AR DE GA IN ME MN MT NJ NC OR SD VT WV
AK CA DC ID IA MA MS NE NM ND RI TX VA WI (Sec.only)
AZ CT FL IL LA MI MO NH NY OH SC UT WA WY

21. States not collecting individual student followup by grade point average or class rank. Total 41.

AL AR DE ID IA LA MA MT NJ NC RI TX VA WI
AK CA DC IL KS ME MI NE NM ND SC UT WA WY
AZ CT GA IN KY MD MN NH NY OH SD VT WV

See footnote at end of table.

TABLE 2.—STATUS OF VOCATIONAL EDUCATION, DATA COLLECTION, APRIL 1975—Continued

I. Student Data

22. States not collecting individual student followup by disadvantaged or handicapped. Total 25.
AL AK CA CT DE DC GA ID IL IN IA LA ME MI NE NH NJ NC ND OK SC SD UT VT WY
23. States not collecting individual student followup by earnings. Unknown.
24. States not collecting individual student followup by student evaluation of Vocational Education training received.[1] Total 37.
AL AK AR CA CT DE DC FL GA ID IL IN IA KS LA ME MA MS MO NE NV NH NJ NM NC ND OK OR RI SC SD TX UT VT WA WV WY

II. Program Data

1. States collecting only data required by OE.[1] Total 18.
AK DC GA ID LA ME MA MI MT NE NV NJ NY ND SC SD VT WY
2. States not collecting individual course data which include programs offered in each school district by OE Code.[1] Total 42.
AL AK AR CA CT DE DC FL GA ID IL IN IA KY LA ME MD MA MI MN MS MO MT NE NV NH NJ NM NY NC ND OK OR RI SC SD TX UT VT VA WA WY
3. States not collecting individual course data by grade level.[1] Total 44.
AL AK AZ AR CA CT DE DC FL GA ID IL IN IA KY LA ME MD MA MI MN MS MO MT NE NV NH NJ NM NY NC ND OK OR RI SC SD TX UT VT VA WA WI WY
4. States not collecting individual course data by contract hours.[1] Total 39.
AL AK AZ AR CA CT DE DC GA ID IL IN IA KY LA ME MA MI MN MS MO MT NE NH NJ NC ND OK OR RI SC SD TN TX UT VT VA WA WY
5. States not collecting individual course data by type of course (cooperative or classroom only.)[1] Total 31.
AL AK CA CT DE DC GA ID IL IN IA LA ME MA MI MN MS MT NE NH NJ NY NC ND SC SD UT VT VA WV WY
6. States not collecting individual course data by expenditures which include direct and indirect cost of each course. Unknown.
7. States not collecting individual course data by sources of funds for each course (State local, VE Part B etc.). Unknown.

III. Professional Personnel Data

1. States collecting only the totals required by OE.[1] Total 30.
AK AR CA CT DE DC ID IL KS KY LA ME MA MI MN MO MT NE NV NJ NM NY NC ND SC SD UT VT VA WY
2. States not collecting individual personnel data.[1] Total 29.
AL AK AR CT DE DC GA ID IL IN KS LA ME MI MN MS NE NH NJ NC ND RI SC SD TX VA WA WI (Sec. only) WY
3. States not collecting individual personnel data by category (teacher, teacher-trainee, supervisor, director or other).[1] Total 29.
AL AK AR CT DE DC GA ID IL IN KS LA ME MI MN MS NE NH NJ NV ND RI SC SD TX VA WA WI (Sec. only) WY
4. States not collecting individual personnel data by hours per week or percent of full-time in vocational education assignment. Unknown.
5. States not collecting individual personnel data by grade level of vocational education assignment.[1] Total 29.
AL AK AR CT DE DC GA ID IL IN KS LA ME MI MN MS NE NH NJ NC ND RI SC SD TX VA WA WI WY
6. States not collecting individual personnel data by age.[1] Total 38.
AL AK AR CA CT DE DC GA ID IL IN IA KS KY LA ME MA MI MN MS MT NE NH NJ NM NY NC ND RI SC SD TX UT VT VA WA WI WY
7. States not collecting individual personnel data by sex.[1] Total 38.
AL AK AR CA CT DE DC GA ID IL IN IA KS KY LA ME MA MI MN MS MT NE NH NJ NM NY NC ND RI SC SD TX UT VT VA WA WI WY
8. States not collecting individual personnel data by years of work experience in teaching field.[1] Total 38.
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MA MI MN MS MT NE NV NH NJ NM NY NC ND RI SC SD TX UT VT VA WA WI WY
9. States not collecting individual personnel data by number of years since last work experience in teaching field. Unknown.
10. States not collecting individual personnel data by college degrees and number of graduate hours of study since most recent degree. Unknown.
11. States not collecting individual personnel data by number of years (full-time equivalent) of teaching.[1] Total 39.
AL AK AR CA CT DE DC GA ID IL IN IA KS LA ME MA MI MN MS MT NE NV NH NJ NM NY NC ND OH RI SC SD TX UT VT VA WA WI WY
12. States not collecting individual personnel data by State certification. Unknown.
13. States not collecting individual personnel data by skill competency rating in teaching field. Unknown.

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[1] Puerto Rico is unknown. Ohio does not collect individual student data, but does collect student data by OE Code.

WHY WE DO NOT KNOW WHAT NEEDS TO BE KNOWN ABOUT VOCATIONAL EDUCATION

The reason is not that the data are too difficult to collect, or that to do so is too expensive. The number of States already collecting most of the data elements needed establishes the feasibility of doing so. Moreover, the rapid growth of automated vocational management information systems during the past four or five years, and improvements being added continually, seem to be a clear indication that the States are capable of supplying this information to the Federal government.

They do not do so primarily for one reason: it is not required of them. This is not necessarily the fault of the U.S. Office of Education. The Office of Management and Budget has virtually frozen the data which may be collected from the States, and in fact reduced the number of elements within the past two or three years by eliminating some of the most critically needed information that was being collected.

I refer specifically to the elimination of enrollment data by sex and ethnic identity, and the elimination of employment data by occupational code. The latter action has made completely impossible any national information on the impact of vocational education on the employment market, except through costly surveys which can almost never measure changes from one year to the next or over any given period of time.

While the inability of the U.S. Office of Education to require the States to collect the data appears to be the most formidable problem, it is not the only one. Individual student and professional personnel data, as well as program data cannot be collected and tabulated by hand. It is a job the size of which, if nothing else, calls for automatic data processing by computer.

Another reason for using computers is that the data obtained in this way are almost invariably more accurate than those from hand reporting systems. Project Baseline has found in every State that I recall in the past three and one-half years that data reported the first year from a newly installed computerized system showed wide variations from the preceding year.

All but fourteen States are now using automation in one or more of their vocational education reporting subsystems. Eight of the fourteen are getting ready to do so. This still leaves six States. And many of those using some automation have portions of their systems still being operated manually.

Another problem, and a major one, is lack of uniformity of data being reported. Thus when California or Arizona or Illinois report the number of their vocational education enrollments, they mean every person they could identify who was enrolled in a vocational education course during the year. When Pennsylvania or Ohio or New York report the number of their vocational education enrollments, they mean the number who were enrolled in a sequence of courses identified as a vocational education program. The head count, as you can see, will be considerably greater in the former than in the latter.

The same problem appears in reporting post-secondary and adult students, completions and early leavers, and to some extent disadvantaged and handicapped.

Another somewhat related problem exists in the interpretation and analysis of the data being reported. The U.S. Office of Education has attempted to remove any misunderstanding through very elaborate guidelines the States are supposed to follow in filling out their annual reports. This effort, while well intentioned, has been far from satisfactory. Too often the very attempt to be specific leads to ambiguity on the one hand or a degree of rigidity on the other which makes the Federal forms and guidelines difficult to use. What usually happens is that each State in the end does the best it can, but what the Federal forms and guidelines difficult to use. What usually happens is that each State in the end does the best it can, but what the Federal Government asks for too often has to be interpreted in the light of each State's own statutes and school policies. Interpetation and analysis of the data obtained can only be made by constantly going back to each State for guidance, assistance in making changes, and final verification. Because of the sheer work involved, if nothing else, annual interpretation and analysis of vocational education data before Project Baseline was established were virtually non-existent at the national level.

It can be argued that neither the State educational agencies nor the U.S. Office of Education are capable of interpreting and analyzing their own data because they lack objectivity. That may be one reason the advisory councils were established. But the advisory councils, both those at the State level and the National Advisory Council, have no adequate way to do the work. Some of them also are nearly as lacking in objectivity as the administrative agencies.

Project Baseline seems to have served a useful purpose in performing this function during the past three years. It has been able to do so, however, only because it was bound neither by the special interests and concerns of the State education agencies and the U.S. Office of Education or the State advisory coucils and the National Advisory Council. Our only obligations have been to the terms of our contract and the highest standards of professional integrity which we attempt to maintain. In the end, I think it is this more than anything else which has given us increasing support each year from the State and Federal agencies and from the advisory councils.

WHAT NEEDS TO BE DONE

Since there are some States apparently collecting each individual data element needed but very few collecting all or nearly all of them, the remaining task is not to invent a new information system but to fill in the gaps of the one we have. It is not usually realized that we have an information system which can be expanded to serve the needs of the State and Federal agencies, including Congress. At the present time it consists of fifty-one State systems in various stages of development.

The national component of this system is the Federal reporting required by the Office of Education supplemented by Project Baseline. Filling the gaps will require both State and Federal effort. At the State level this means automation of local school district data and adding elements not already being collected. At the Federal level it means a transition from the use of paper forms to receiving individual data from the States on magnetic tape and adding the elements not now being collected.

If the Federal Government does nothing to assist in this development, it will nevertheless continue at the State level but with very little value at the national level. Such development would also continue uncoordinated and less systematic than if the Federal Government would provide some guidance and assistance.

I am recommending a cooperative effort by the U.S. Office of Education and Congress. I believe the U.S. Office of Education should continue the national study of vocational education—the Baseline activities—without interruption. In doing so, I recommend the following course of action:

1. Continue the annual examination of vocational education as Project Baseline is doing for the fourth year, and continue the annual reports. These are always going to be useful to almost everyone involved in any way with vocational education.

2. Begin next year to add some of the data we do not now have through the use of stratified random sampling. We could, for example, get enrollment data of disadvantaged, handicapped, males and females, and ethnic groups within each occupational program in this way. We could also get completion, placement, and follow-up data for the same groups and within each occupational program. Then we would begin to have national information about the impact of vocational education on the employment market.

3. Continue the publication each year of one or more supplemental reports dealing with particular problems or areas of interest in vocational education. These are written by selected authorities in the fields with which they are concerned or by well qualified scholars in vocational education research.

This year we published eight, and at the end of the current year we will publish one or two more. One will be a very thorough examination by a group of nationally recognized social scientists of the expectations for vocational education in the social, economic, educational, and political environment of 1975 as compared with the expectations of 1968 in the environment then existing, and against a background of the changes in vocational education during the past four years as shown by the Project Baseline data.

4. Also continue next year to work with each of the States toward greater uniformity of data and toward increasing automation of vocational education data systems. With or without additional help from Congress, I think this effort is extremely important.

There is much that can be done. Last year we collected information from each of the States on the criteria they used in the definition of vocational education and a number of its components. From that information we have arrived at a set of definitions which may be feasible on a national basis, and these were published in our third annual report. This year each State Director of Vocational Education has been asked to review those definitions and offer suggestions for improvement or problems they would encounter in using them.

We have served as an informal clearing house on information about State vocational education data systems. On numerous occasions we have been asked about features that various States have in their systems by other States planning to establish systems of their own. This exchange of information helps to prevent efforts to reinvest the wheel in a technical area which has been changing rapidly for a number of years.

A major service to the States at this time, and one we suggested last year, would be to complete a nationwide inventory of educational data processing facilities and utilization which we had started but were unable to finish. It would speed up considerably, I think, the flow of information about what is being done and where. More importantly it would enable each State to develop the most efficient and economic use of equipment already availabe and plan for additional equipment as needed. It would also make possible an accurate estimate of the cost involved in expanding automation in the schools and in the States.

5. Begin next year to build a national vocational education data base by using what the States already have and adding to it each year as the States continue to build their own data bases. This means putting into a computer individual student characteristics from States that have them, individual professional personnel data from States that have these, and individual program data from States that have these.

It does not matter what kinds of computers different States are using, what kinds of computer language, what kinds of coding, or in what sequence the data are arranged. Project Baseline has already demonstrated in a field test last year that any State's vocational education data on magnetic tape can be converted to a common layout and machine language.

One thing we did not do, which should also be done next year, is to put [illegible] the same computer the totals of all Federally required data from States where this is all they have. The data base will then be operational within the maximum limits of the data currently being collected. Remote terminals in any number of offices in Washington and in the States would be possible, although I am not sure they would be very useful until more individual data were being collected.

An advantage to many of the States as soon as even this kind of a limited national data base is established is that they would no longer have to fill out paper forms in making their Federal reports. Their data could be transmitted in machine readable form on magnetic tape and fed directly into the computer. The national computer center being used would, of course, send printouts of each State's data back to the State Director of Vocational Education to be modified or corrected, and possibly updated.

6. Finally, someone somewhere is going to have to bring the national data base to its full operational capability. I think this can be done within five years. It means individual student, professional personnel, and program data—either the complete universe or stratified random samples—with annual or semi-annual updating. It means computer programs which will produce any kind of tabulations and analyses in any relationships between student characteristics, teachers, programs, and follow-up needed by any of the Federal agencies including Congress.

I do not believe it has to be too far in the future. There are some who disagree with me, but their concern is usually about either the cost, or the willingness of the States to give this kind of data to the Federal Government, or both.

For my part, I do not believe the cost would be as great as is sometimes feared. A number of States have made surveys of educational data processing at the local school, State, and sometimes intermediate levels. In every case that I know of, they have found that educational data processing equipment is being under-utilized.

If this is true generally, some local school districts could provide considerably more computer services than they are now doing, and perhaps for other schools than their own. Coupled with this observation is the apparent continued expansion of computer facilities in educational institutions, so that in all probability much of the cost of a national vocational education data base has already been paid by the States and local schools.

The question of whether the States would be willing to give this kind of data to the Federal Government can be answered feirly easily, it seems to me. I would imagine they would have no objection provided three conditions exist; one, that only statistical data, not personal or private information, ever leave the State; two, that there would be no great disadvantages to the States themselves; and three, that there would be some obvious advantages. I am quite confident that each of these conditions can be established if it does not already exist.

The only kind of data I see any serious problem in getting into the system are expenditures by course or program. Most States now follow Handbook II, *Financial Accounting*, developed by the National Center for Educational Statistics, and they are usually required to do by State law. The national center, however, has had available since 1970 Handbook VI, *Standard Terminology for Curriculum and Instruction in Local and State School Systems*, which makes possible school accounting systems in which expenditures are posted by instructional programs.

A concerted effort should be made by the U.S. Office of Education through such organizations as the Education Commission of the States and the American School Board Association to have State legislatures adopt both Handbook II and Handbook VI for local school financial accounting.

RECOMMENDATIONS TO CONGRESS

The cooperative effort by the U.S. Office of Education and Congress which I am recommending calls for Congress to remove, through legislative action, the principal obstacles now in the way of developing a vocational education data base. These are: (1) the inability of the U.S. Office of Education to request the data needed because of restrictions by the Office of Management and Budget; (2) the limitation of funds in the States and many local school districts to adopt automatic data processing; (3) indifference to improved efficiency, better data, and program accountability by some States and local school districts; and (4) non-uniform definitions of vocational education among the States.

I believe each of these obstacles can be removed through the following Congressional actions:

1. *Modification of OMB procedures*

Under the Federal Reports Act of 1942 and 1946, the Office of Management and Budget exercises the function previously assigned to the Bureau of the Budget of regulating Federal requests to the States and the public for data. It is a necessary function, but the vast growth of the Federal Government since 1946 has made this function extremely difficult for any one agency to handle without seriously crippling the other agencies in carrying out their own functions.

Vocational education data collection is a good example, although I imagine the problem extends on a broad front throughout the Executive Branch. In Sec. 123(a)(17) of the 1968 Amendments, the Commissioner is authorized to approve a State plan only if it "provides for making such reports in such form and containing such information as the Commissioner may reasonably require to carry out his function under this title, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports."

In practice, however, the Commissioner must submit his requests for data and the forms to be used to the Office of Management and budget for approval before they may be used. It is the Office of Management and Budget, therefore, which decides what information the Commissioner may reasonably require, not the Commissioner who nevertheless has to answer to Congress for what he knows or does not know about the programs he is responsible for.

To correct this situation, without doing violence to the intent of the 1942 and 1946 Act, I recommend that the law be amended as follows:

The Office of Management and Budget shall complete its review of data forms submitted by a Federal agency to be used in data collection within thirty days from the date they are received. If in that time they are not approved as submitted, or if modifications are not agreed to by the submitting agency, a decision will be arrived at through arbitration by a Board of Arbitration. The Board of Arbitration shall consist of the chief executive officer of the submitting agency, the Director of the Office of Management and Budget, and a third member to be selected jointly by the Chairman of the Senate and House Subcommittees where the legislation orginated for which the information in question is thought to be needed.

The Board of Arbitration shall meet and reach a decision within thirty days of the date of selection and acceptance of the third member.

2. *Federal Assistance In Developing State and Local Educational Information Systems*

The Education Amendments of 1974 provide that the National Center for Educational Statistics shall "assist State and local educational agencies in improving and automating their statistical and data collection activities." I think this has to be done in order for the States to take full advantage of the latest developments in technology. Some of the States need more help than others, but all of them need the extra incentive to improve and update what they have.

In the case of vocational education—and this applies to other Federally supported programs as well—the Government has very substantial tax resources to be accounted for, and thus a direct interest in getting the necessary data. I suggest that this may have a high priority in the data collection activities by the States and local school districts for which the National Center for Educational Statistics is authorized to provide assistance. It is my recommendation that this subcommittee instruct the National Center to that effect and authorize a per capita payment of $1.00 per student for all students included in any reporting system which has been or is being automated and is using or will use individual data elements.

3. *A Time Limit In Making The Basic Improvements*

This recommendation is tied to the second, assisting the States and local school districts with their data systems. Such assistance should not be an empty gesture, and should not be received with only token efforts to carry out its purpose.

The basic improvements are, first, automation at the State level; second, collect individual student, professional personnel and program data form each local school district; third, automation of the record-keeping process in local schools where this is not already done; and fourth, selection and transmittal of data at the local level by computer to the State level, with regular updating based on school program cycling.

It usually takes from two to three years to develop an automated information system using individual student data at the State level. Full automation at the local leve may take longer. Unless insurmountable difficulties are encountered, most States could complete the process within five years. I recommend that each State be required to show satisfactory progress annually, based on a five-year time-table for completion; and that failure to do so would result in suspension of a State's eligibility to receive vocational education funds.

4. *Nationally Uniform Definitions Of Vocational Education And Its Principal Components*

There is strong support for this among the States, but little agreement on what the definition should be. Unless this Subcommittee feels that better definitions can be found than those Project Baseline has developed, I recommend that they be written into the next vocational education legislation. It is possible that some suggestions being received from the State directors might lead to modifications, but I doubt if they would be extensive. The list as published in our third annual report, and which I recommend at this time is as follows:

Vocational education course.—Any course of any length above grade six in a public or private educational institution taught by a certificated instructor who has had work experience in the field or fields being taught, based on reliable projections of employment demand, and which uses a business/industry/labor/community advisory council. Such courses must be designated as either exploratory, preparatory, or supplemental, and be conducted under a prescribed set of minimum performance standards approved by the local school district or by the State or both. Performance standards shall be capable of being met either by normal completion of a fixed time schedule, or by examination, depending on local school policy. For reporting purposes, the total number of clock hours normally required for each course shall be included in both student enrollment and expenditure data.

Vocational education program.—One or more vocational or related courses in a prescribed sequence leading to a specific kind and level of job entry skills depending on State or local school district policy or both.

Exploratory vocational education.—Courses usually but not necessarily below grade eleven in which students are given an introduction to employment skills in one or more occupational areas for career and interest exploration only, not for employment.

Preparatory vocational education.—Courses usually but not necessarily above grade ten in which students are given basic and/or advanced preparation for employment or continuing education at a higher level.

Supplementary vocational education.—Courses at any level specifically for adults and youth out of school in which students are given basic and/or advanced preparation for employment.

Pre-secondary vocational education.—Exploratory courses in grades 7–8.

Secondary vocational education.—Exploratory or preparatory courses in grades 9–12.

Post-secondary vocational education.—Preparatory courses in grades 13–14.

Adult vocational education.—(This term is eliminated under the definition of Supplementary Vocational Education.)

Vocational education completion.—All students who meet the minimum standards established by the local school district or the State or both in any Vocational Education course and who complete either a prescribed Vocational Education program or one designated by the local school district or the State or both as providing job entry skills.

Early leavers with marketable skills.—(This term is eliminated under the definition of completions.)

Disadvantaged vocational education student.—All students enrolled in any Vocational Education course who meet the criteria for disadvantaged under Title I of the Education Act of 1965 as amended.

Handicapped vocational education student.—All students enrolled in any Vocational Education course who meet the criteria for handicapped under Title I of the Education Act of 1965 as amended.

CONTINUATION OF PROJECT BASELINE

I believe both Congress and the Commissioner want to continue this effort. A group of nationally known vocational educators, researchers, and authorities from related fields were selected last summer by the U.S. Office of Education and the National Advisory Council on Vocational Education to take a hard look at Project Baseline. Their report was favorable, and our schedule of activities in the fourth year is based on their recommendations.

The site-visit team had this to say about its own concern over what happens after Baseline: "Rather than concluding Project Baseline at the end of the fourth year, we urge USOE to continue this effort at a reasonable cost and to initiate efforts for collecting sampling data of sufficient size for State comparison regarding the consequences of vocational education programs."

"It is recommended that Project Baseline be allowed to collect, through a national sample, data that would aid in answering 'key questions' for which data cannot now be obtained from states. However, during ensuing years, similar activities should not be limited to data available from states."

The site-visit report concluded with this statement: "Site team members left Phoenix with one nagging question. After Project Baseline, what next? Unless the Office of Education plans to devote the resources necessary to continue an annual examination of vocational education in this country, then a powerful influence for the improvement of vocational education will be lost. The overriding question has to be not whether Project Baseline continues for the fourth year, but how can the continuance of the data collection and analysis activities be assured beyond the fourth year? Tied to this question has to be a continuing effort to improve the substance, process and products regarding the status of vocational education."

Mr. Chairman, that concludes my Statement. However, I would like to have included in the record the following information on requests for Project Baseline's current publications, since it indicates some of the impact at least of this national study on educators and the public. Thank you.

PARTIAL LIST OF REQUESTS FOR PROJECT BASELINE 3D YEAR PUBLICATIONS[1]

Total requests to date	[2] 3,952	
Universities	200	(Includes Princeton, Stanford, Kent, Northwestern, Cornell, Syracuse, Purdue, and so forth. Plus State university branches and State colleges.)
State universities and colleges	85	
Other universities	73	
Medical schools	2	
Community colleges	65	(43 States.)
Vo-tech centers or schools	85	
School districts	113	
Teachers, counselors in secondary schools	1,353	
Proprietary schools	15	
State department of education or State superintendents	44	
State boards of education	15	
State advisory councils	12	States.
State Governors	13	
National organizations	64	(This includes 4 departments and 5 regions of HEW, U.S. Department of Commerce, NIE, Manpower Institute, National Research Council, National Academy of Science, National Academy of Engineers, American Association of State Colleges and Universities, Jewish Occupational Council, Carnegie Council on Policy Study in Higher Education, AFL-CIO, as so forth).
Vocational rehabilitation	2	
Manpower agencies	77	
Private firms	30	(Law offices, engineers, psychologists, manpower consultants, RAND Corp., and so forth.)
Individuals	123	
Foreign countries	3	(Philippines, Ireland, and Netherlands).

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[1] These were requests in addition to our mailing list of 1,500.

[2] Some requests were for 1 publication only so total exceeds number printed for any single publication. Total of request sources do not equal total requests received as more than 1 request was received from the same source.

PUBLICATIONS REVIEWING PROJECT BASELINE 3rd YEAR REPORTS

1. *Education Daily* (3 separate issues).
2. *Higher Education Daily* (4 issues).
3. *Manpower and Vocational Education Weekly.*
4. *Christian Science Monitor.*
5. *Education—Training Market Report.*
6. *Report on Education Research.*
7. *Health Manpower Report.*
8. *New York Newsday.*
9. *MS* Magazine.
10. *Resources in Education.*
11. *Journal of Research and Development in Education.*
12. *A.I.A.A. Monitor.*
13. *American School Board Journal.*
14. *National School Board Journal.*
15. American Personnel and Guidance Association *Guidepost.*
16. *ACCT-O-LINE,* published by the Association of Community College Trustees.
17. *Planning and Management Notes for Postsecondary Education in Michigan.*
18. *Industrial Education.*
19. American Association of Community and Junior Colleges Publication.
20. 20 Newspapers across the Nation.
21. 2 Radio Stations.
22. 1 TV Station.

4 Universities made it mandatory reading in Research Courses.
2 Mandatory in Teacher Education.

STATEMENT OF DR. ARTHUR LEE, DIRECTOR, PROJECT BASELINE

Chairman PERKINS. Without objection all your prepared statements will be inserted in the record. Since the House is in session and we are getting called over there, if you could summarize your statements it would be most helpful to the committee. Go ahead.

Dr. LEE. Thank you, Mr. Chairman. I am Arthur Lee, a member of the administrative staff of Northern Arizona University and director of Project Baseline, which is an effort which was initiated by Congress to gather as much information about the vocational education programs in the States and compile this information and make it available.

We are in our fourth year. We had a considerable amount of experience dealing with the problems that exist in collecting information about vocational education and other programs.

I am here today partly to discuss those problems as well as the accomplishments that have been made by the States. I do have a statement. It will be incorporated in the record?

Chairman PERKINS. Without objection we are most interested because we want to know about the study that has been made. Go ahead.

Dr. LEE. I would just like to touch on a few of the highlights of my statement and leave time for the other members of the panel because they have done some of the work that I think distinguishes the development of educational information systems in vocational education.

First I must say that the GAO report's findings on the inadequacy of vocational education data is true. But there has been substantial improvement within the last 4 or 5 years.

In 1971 when we began our study not more than half a dozen States were experimenting with new automated management information systems. Now more than three-fourths of them have such systems in operation or in some stage of development and some of these systems are capable of processing all of the data needed by either the States themselves or the Federal Government. I mention this not to minimize the problems which remain but to suggest that progress is being made.

In my statement I have undertaken to determine and to report to you what it is that we need to know about vocational education, what it is that we do know, what it is that we do not know, why we do not have the information that we still lack and finally what needs to be done in order to have adequate vocational education data and to arrive at what we need to know.

I have gone through the Vocational Education Amendments of 1968 and identified section by section and paragraph each provision which seems to require certain kinds of data in order to know if the law is being carried out. I have also done this with two of the bills which your subcommittee has under consideration. H.R. 3037, the proposed Vocational Education Act of 1975 and H.R. 3036, the proposed Postsecondary Vocational Education Act of 1975.

Finally I have identified those data which would seem to logically be required for vocational education program financial accountability regardless of whether there is a categorical aid bill, a consolidation bill or is under a Federal revenue-sharing support program.

In summarizing the data I have combined them into three categories. Student data, program data and professional personnel data. Here is the list, Mr. Chairman. In student data we need to know the annual unduplicated enrollment, completion, placement and follow-up within each school district for each occupational program by sex, ethnic group, age, grade level, grade point average, disadvantaged or handicapped and purpose, which is exploratory, preparatory or supplemental, with the earnings and student evaluation of their training included in the following.

In program data we need to know the programs that are offered in each school district and for each program. The kind of instruction, whether institutional, cooperative or work experience, the sources of funds, grade level, clock hours of instruction, direct and indirect expenditures.

Under profesional personnel data we need to know the numbers of teachers and vocational education personnel, including preservice and inservice teacher trainees in each occupational program by category, grade level, age, sex, years of work experience in the teaching field, recentness of work experience, educational preparation, years of teaching, State certification and perhaps and if possible competency rating in the teaching field. Another area of data needed, employment market demand, hopefully could be supplied by the U.S. Department of Labor. But it has to be supplied by vocational education, occupational codes for each community in the State.

Mr. Chairman, I have heard only last week that the Bureau of Labor statistics has developed a complete employment market demand data listing for 23 States, listing the employment demand by both the DOD code and the U.S. office occupational codes. This is what we need. The Bureau of Labor Statistics says it will be available for all 50 States and the District of Columbia.

Chairman **Perkins**. Let me thank you. I don't want to cut you short. We have got to move ahead here this morning. Congressman Quie was instrumental in getting Project Baseline under way to make a study of everything that transpired in the way of new ideas and old ideas and the way the program has operated in the past, where we are going in the future. I imagine your report discusses all of those. It has been made a part of the record. Certainly all of us will study that report.

I want to call at this time on Mr. McHenry, senior program planning specialist, Pennsylvania Vocational Management Informations Systems.

We will put your statement in the record and you may summarize it.

[Prepared statement of Mr. McHenry follows:]

PREPARED STATEMENT OF LOWERY E. MCHENRY, SENIOR PROGRAM PLANNING SPECIALIST, PENNSYLVANIA VOCATIONAL MANAGEMENT INFORMATION SYSTEMS

Mr. Perkins and members of the Subcommittee on Education: My name is Lowery McHenry. I am head of the Planning Section in the Bureau of Vocational Education, Pennsylvania Department of Education. One of my responsibilities for the last five years has been the coordination of the development of the Pennsylvania Vocational Education Management Information System (VEMIS).

On behalf of our State Secretary of Education, Mr. John C. Pittenger, I am pleased to have the opportunity to present the following information concerning Pennsylvania's Vocational Education Management Information System.

GENERAL DESCRIPTION OF THE SYSTEM

Historical development

Prior to 1970, Pennsylvania—like most other states—struggled with the United States Office of Education annual report requirements by use of a manual data reporting system. State supervisors of the various fields of vocational education found it necessary to devote much of their time and effort to the many clerical tasks associated with data-gathering activities—form development, preparation of forms and instructions, distribution, clerical editing of returned forms, mailing of non-respondent reminder letters, preparation and distribution of preliminary and final reports, and reaction to special report requests. These individual field reports were then merged into a comprehensive state report on all vocational programs. As a result, little time may have been available for state-wide management of vocational education program development and operation. Enrollment duplications within program areas and between program areas were extremely difficult, if not impossible, to determine. Moreover, data were gathered in aggregate form, and after the initial reports were prepared and the forms were filed, they were of only limited further use.

Special requests for program data not anticipated at the time the forms were developed either remained unanswered or created extreme burdens on state and local staff by necessitating additional data-gathering activity. Occasionally, special requests could be filled from data contained on the original forms, but this too, usually required considerable activity—pulling thousands of forms from the files and compiling the data to conform to that specific request. This same scene was recreated many times throughout the year as greater demands were placed on accountability for vocational education programs, services, and activities.

With the enactment of the 1968 Amendments to the Vocational Education Act of 1963, the subsequent increase in report requirements, and the need for more meaningful state-wide program planning, it became apparent that vocational education information requirements far exceed our capabilities. Congress, state legislatures, state boards, administrators, and the public were becoming cognizant of the hundreds of area vocational-technical schools quietly springing up throughout the nation. During the prior ten years, more than 70 such schools had been constructed in Pennsylvania alone. Enrollments had increased over 400 percent, and the number of different curriculum offerings had tripled as expenditures climbed toward the $200 million mark.

People started asking questions—provocative questions, important questions, critical questions. To what extent should emphasis be placed on labor market needs in planning new vocational programs? What standards, if any, should be imposed on existing and new programs? What really happens to graduates after they complete their training? What should be the criteria for admission to vocational programs? What is the capacity utilization of our present facilities? What is the profile of our pupils and teachers in terms of race, sex, geographic mobility, competence, age groupings, earnings, turnover, etc.?

For many of these questions we had no answers, and for others we had only poor guesses. If we were to free key personnel from being inundated by clerical tasks and to improve significantly our data collection and processing activities, it became apparent that we must turn to automation. In 1970 our State Director of Vocational Education, Dr. John W. Struck, approved the development of Vocational Education Management Information System, or VEMIS, as it is popularly known throughout Pennsylvania and the Nation.

Organization and design

Figure 1 describes the current organizational structure of VEMIS. The system is being developed under the general direction of the State Director. The Coordinator of VEMIS activities in the Division of Administrative and Planning Servces, Lowery E. McHenry, is directly responsible for the continuing operation of the system which functions through a cooperative arrangement with the Education Systems Research Institute (ERI) in Pittsburgh, Pennsylvania.

Dr. Max U. Eniger, President of ESRI, is responsible for the basic design and development of the system. He and his staff of analysts, programmers and technicians have provided invaluable technical assistance in the development and current operation of VEMIS.

Technical assistance relating to specific system application and policy is provided by advisory committees representing the various educational levels and institutions incorporated in the system. The members of the secondary advisory committee include state vocational education staff in the Bureau of Vocational Education; regional office chiefs; representatives from cooperating state agencies such as the Research Coordinating Unit, the Division of Statistics, the Management Information Services Bureau, the Office of Planning in Higher Education, and local administrators. The Coordinator of VEMIS activities is also sensitive to suggestions from the State Advisory Council, the State Board, the Commissioner, field consultants, and others.

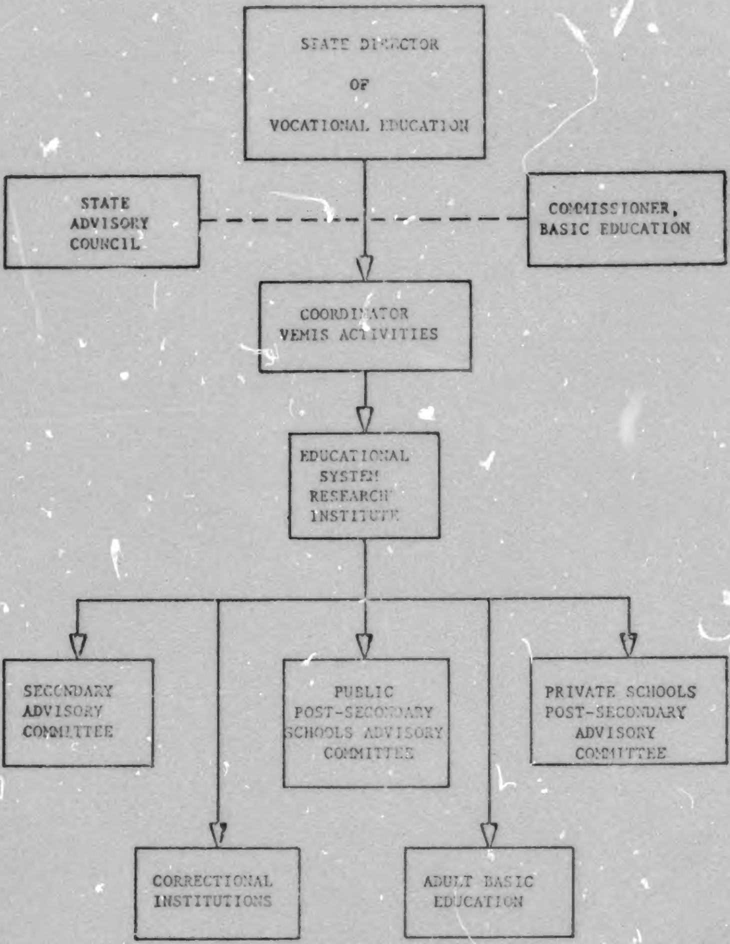
STATE DIRECTOR
OF
VOCATIONAL EDUCATION
STATE ADVISORY COUNCIL
COMMISSIONER, BASIC EDUCATION
COORDINATOR VEMIS ACTIVITIES
EDUCATIONAL SYSTEM RESEARCH INSTITUTE
SECONDARY ADVISORY COMMITTEE
PUBLIC POST-SECONDARY SCHOOLS ADVISORY COMMITTEE
PRIVATE SCHOOLS POST-SECONDARY ADVISORY COMMITTEE
CORRECTIONAL INSTITUTIONS
ADULT BASIC EDUCATION

FIGURE 1.—Organizational Chart.

The manpower conversion equation

The master plan for a comprehensive manpower development management information system has its theoretical starting point in the manpower conversion equation shown in Figure 2. The model identifies seven major channels or sources for converting undeveloped/underdeveloped manpower resources into developed (skilled) manpower resources. They are:

1. Public Secondary Vocational Education;
2. Public Non-College Adult/Postsecondary Vocational Education;
3. Public College-Level Postsecondary Vocational Education;
4. Business/Industry Personnel Training and Development;
5. Private/Proprietary School Occupational Education;
6. Department of Labor/Office of Economic Opportunity Programs;
7. Approved/Non-Approved Apprenticeship Training Programs.

The foregoing do not include all sources of skilled manpower develoment in Pennsylvania. Of lesser imortance from a quantitative (output) standpoint are:

8. Private College Two-Year Vocational Education Programs;
9. Correctional Institution Occupational Skill Programs;
10. Occupational Skill Programs in Institutions for Handicapped.

The theoretical starting point of the VEMIS system is the Manpower Conversion Equation shown in Figure 2. VEMIS is not merely a system for collecting and reporting information about vocational education. It is a management information system relating to a body of goals and objectives for vocational education. The model shows undeveloped manpower resources—people without marketable occupational skills—as input into channels of manpower conversion or development. The model also illustrates that substantial numbers of our steadily increasing undeveloped manpower resources bypass the major sources of manpower development. Some remain essentially an undeveloped manpower resource for the working lives, holding down unskilled or low-level, semiskilled jobs when employed. Others return to the start position and enter one of the major sources of manpower resources in a later period of their life. Often their occupational skill development comes through on-the-job training and/or business and industry training programs.

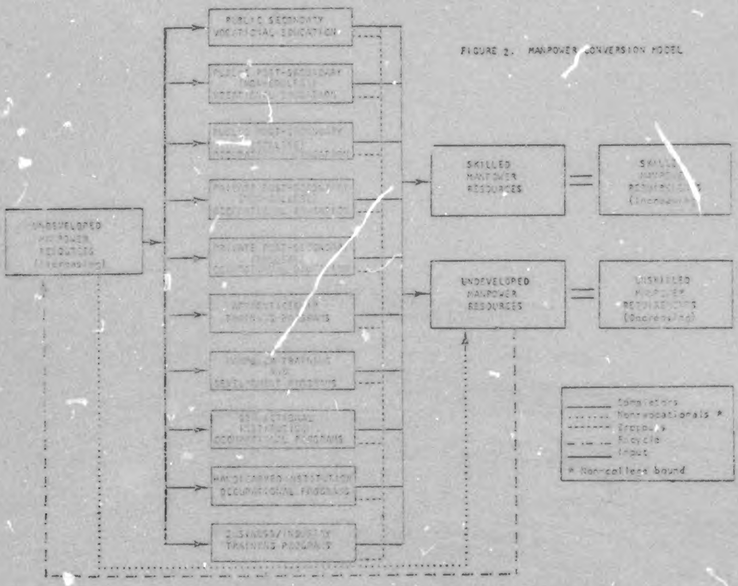
FIGURE 2. MANPOWER CONVERSION MODEL
PUBLIC SECONDARY VOCATIONAL EDUCATION
PUBLIC POST-SECONDARY
UNDEVELOPED MANPOWER RESOURCES (Increasing)
PRIVATE POST-SECONDARY
APPRENTICESHIP TRAINING PROGRAMS
CORRECTIONAL INSTITUTION OCCUPATIONAL PROGRAMS
HANDICAPPED INSTITUTION OCCUPATIONAL PROGRAMS
BUSINESS/INDUSTRY TRAINING PROGRAMS
SKILLED MANPOWER RESOURCES
UNDEVELOPED MANPOWER RESOURCES
UNSKILLED MANPOWER REQUIREMENTS (Decreasing)
Completors
Nonvocationals *
Dropouts
Recycle
Input
* Non-college bound

FIGURE 2.—Manpower Conversion Model.

The model shows two kinds of output from these major areas of manpower resources: (1) skilled manpower resources, i.e., persons who have successfully completed their occupational education or training programs, and (2) undeveloped manpower resources, i.e., persons who have dropped out of their occupational education programs or completed their programs without mastering the necessary occupational skill. Hence, they are still an undeveloped manpower resources. Notice, however, that some recycle into one of the major manpower development sources.

On the far side of the equation, the labor market is represented by two broad categories: skilled manpower occupations and unskilled manpower occupations. For our purposes the many shades of grey between these two extremes are irrelevant. We know that the demand for skilled manpower is increasing, and that for unskilled manpower, it is decreasing. The model indicates that the output of skilled manpower is absorbed into the skilled occupations of the labor market and that the unskilled manpower naturally feeds into the unskilled occupations. As we have found, however, the real world does not necessarily conform to the ideal of the theoretical model. Sometimes, skilled persons end up in unskilled occupations.

Notice, too, that the model is an equation which states that the primary objective of the collective manpower development system is to recruit and convert undeveloped manpower resources into skilled manpower resources in sufficient kinds and numbers to meet the labor market requirements of the expanding Pennsylvania economy. In short, the objective is to balance supply and demand for skilled manpower. The achievement of a balance implies that for every newly developed, skilled manpower resource there would be an available job opening, and that for every job opening for an occupationally skilled person, there would be an available and qualified person. A serious imbalance could mean an excessive supply of certain kinds of skilled manpower, an undersupply of certain kinds of skilled manpower, or a combination of both.

The theoretical model clearly relates the problem of manpower development to (1) the national policy of full employment, (2) the existing and projected manpower requirements of an expanding and technologically changing economy, (3) the existing and projected supply of undeveloped manpower resources, and (4) the public and private sources of skilled manpower development.

Primary system objectives

The basic challenge is to manage the collective system, within the constraints of our political institutions, so as to achieve a realistic balance between output (or supply) and labor market requirements (or demand) for skilled manpower. At the present time, there is no single governmental agency that is organized to accept the management challenge for the collective system. It is vocational education's role, then, to develop and implement the management information system for state and local manpower development through the following objectives:

1. *Supply of undeveloped/underdeveloped manpower.*—The model clearly implies that those who do not go on to higher education or develop a marketable skill in one of the manpower conversion channels will have increasing difficulty finding and holding jobs in future labor markets characterized by a steady decline for unskilled manpower. Such persons are predictably chronic unemployed/underemployed, and as such, will be a burden on the resources of the Commonwealth. By implication, then, the following is a major objective of Vocational Education.

To increase the percentage of non-college bound youth enrolled in vocational programs at the secondary and postsecondary level, consistent with the projected requirements of the Pennsylvania labor markets in the coming years.

To increase the percentage of special need (handicapped and disadvantaged), non-college bound youth enrolled in vocational programs at the secondary and/or postsecondary level, consistent with the projected requirements of the Pennsylvania labor markets in the coming years.

2. *Opportunities for manpower skill development.*—It is a logical implication of the manpower conversion model that the collective system must keep in step with the labor market requirements by providing the opportunities to learn those occupational skills that are required by the projected labor markets. If the opportunities are not there, the output (supply) will not be there. While we can't influence, much less control, the occupational skill development oppor-

tunities in all manpower development sources, we do have a unique position. Through the public school system, we have the first opportunity to enroll the non-college bound in vocational programs. By implication, then, the following is a second major objective of Vocational Education.

To increase the range and diversity of learning opportunities in the public schools until such opportunities adequately reflect both projected manpower requirements and the interest and abilities of the students served.[1]

3. *Quantity and quality of output.*—It is also a logical requirement of the model that the output of the collective system matches projected manpower requirements in terms of type, quantity and required skill level. The following objectives are implied for vocational Education.

To show continuing improvement in the percentage of vocational program graduates/completors who meet employer standards for entry-level qualifications. In short, the goal is to improve the quality of the vocational education product through improvements in the quality of the vocational education process.

To show continuing improvement in the percentage of students who are held to completion of their occupational program; thereby reducing to a minimum the number of students who leave school without an adequate occupational skill.

To show continuing improvement in the percentage of employment-bound graduates who are motivated to enter a field related to their newly acquired occupational skills.

To show continuing improvement in the percentage of qualified and interested vocational graduates/completors who are placed in occupations related to their field of study.

The basic objectives briefly discussed above are but the beginning. From these objectives, second and third order objectives may be derived.

The management functions

One does not have to do an in-depth analysis of our daily activities to identify some of the more basic functions. Indeed, virtually all basic functions can be derived by implication from the manpower conversion equation. Simply stated, we are in the business of manpower conversion. That's what vocational education is all about. It is a production enterprise, with one important distinction. It does not directly operate the sources of production, i.e. the schools. Despite this tremendous constraint, it must assume the same basic management functions as if it did control the sources of production. Here are some of those management functions:

Establishing/influencing program goals and objectives;
Establishing/communicating policies and guidelines;
Establishing/applying program approval standards;
Collecting/reporting program descriptive information;
Identifying/solving problems concerning objectives;
Forecasting/projecting program characteristics;
Planning changes related to program objectives;
Reporting information to other agencies;
Coordination of planning with other agencies;
Researching for solution to basic program problems;
Evaluation of vocational programs, re objectives;
Controlling the quality of vocational education;
Processing applications for special funding;
Establishing internal standard procedures;
Reimbursing local educational agencies;
Organizing for the accomplishment of objectives;
Providing advisory/consultative support to the field;
Budgeting available vocational education funds;
Stimulating change through information dissemination;
Planning/controlling construction of new facilities;
Assessing short and long-term manpower requirements;
Assessing short and long-term manpower resources;

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[1] It should be noted that the goal does not imply that the only way to increase occupational learning opportunities is by increasing course offerings in public schools. There are other ways to provide such opportunities, e.g., diversified occupational co-op programs, contracts with private/proprietary schools, etc.

The list is not exhaustive. All of the functions listed, however, have one thing in common, the need for information about the vocational process and its products.

No formal computer-based management information system should aspire to provide all the information needed to service the basic management functions. Indeed, there can be no such system. It is the process of management reaction to information that most often determines the need for further information to complete the management functions. For example, the process of evaluation may have its start in the operational data provided by a computer-based management information system, but in the final sense experince and judgment are essential to ask those further questions that must be asked to complete an evaluation process. The same is true for the other management functions mentioned earlier. The proposed system does not make, even on paper, decisions, plans, evaluations, etc. It provides the initial essential information for such functions. In doing so, it relieves personnel of the low-level, albeit time-consuming effort to collect, calculate and organize basic data.

Current capabilities and future plans

Table 1 describes the present and long-term scope of VEMIS. The total system is composed of 13 integrated subsystems operating in nine different levels or institutions of vocational education:

1. Program and and Curriculum Approval Subsystem.
2. School District and School Basic Data Subsystem.
3. Student Basic Data Subsystem.
4. Personnel Basic Data Subsystem.
5. Curriculum Basic Data Subsystem.
6. Facilities Basic Data Subsystem.
7. Follow-Up Survey Data Subsystem.
8. Forecast Subsystem.
9. Special Survey Data Subsystem.
10. Expenditures Data Subsystem.
11. Federal Projects Data Subsystem.
12. Administrative Data Subsystem.
13. Computer Assisted Placement Services Subsystem.

Ten of the subsystems require direct involvement of the local educational agency. The Federal Projects Data Subsystem and the Administrative Data Subsystem are internal systems not requiring forms distribution, and the Follow-Up Survey Data Subsystem is conducted directly with the graduate in the field.

It should be noted that all subsystems are not applicable to all institutions shown on the Table. The manpower conversion model under which the system functions requires only that the district/school, student, personnel, and follow-up subsystems be operative. It is estimated that VEMIS will include about 95 percent of all known occupational related programs in the state when fully operational.

DESCRIPTION OF TWO BASIC SUBSYSTEMS

Introduction

All subsystems are automated, interrelated and integrated. They function with similar basic complexity and procedural and operational flow. My intent today is not to describe in full detail all aspects of all subsystems. The testimony will center on just two of the subsystems as they operate on the secondary level only. This represents about five percent of the total system, but will provide a basis for perceiving the other subsystems.

A description of 1) the Student Basic Data Subsystem and 2) the Follow-up Survey Data Subsystem follows. They are represented in TABLE 1 on line one, column three and seven.

Objectives

The Student Basic Data System provides the Bureau of Vocational Education with aggregate data on vocational student enrollments, transfers and terminations plus such other information as is necessary to classify the aggregate data. The requirements of data organization make it necessary to collect student information on an individual student basis to permit computer aggregation of data in the many combinations required of the Bureau. The broadly stated purpose of the subsystem is to provide the basic student information required for state-level vocational education management, i.e., program planning, budgeting, reimbursing, reporting, evaluation, and other such basic management functions.

The major objective of the annual graduate follow-up survey is to evaluate the effectiveness of secondary, postsecondary and adult preparatory vocational curricula as a source of qualified, entry-level skilled manpower for the Pennsylvania economy. The Bureau of Vocational Education is concerned with identifying major weaknesses in vocational education as revealed through the post-school experiences reported by the graduates. The ultimate objective is to improve the effectiveness of vocational education as a major supplier of skilled manpower in accordance with the manpower conversion model discussed earlier.

General description

The subsystems were developed through consultation with the Divisions of Program Development, Operations, and Planning in the Bureau of Vocational Education, with continued operation, evaluation and improvement accomplished through monthly meetings of the various advisory committees. Although the subsystems have been fully operational since the 1971–72 school year, they have undergone continual change to improve form preparation, data collection and reporting procedures.

On the secondary level the student subsystem enrolls over 250,000 students in about 651 high schools and 92 area vocational-technical schools. The system also gathers data on another 150,000 postsecondary and adult students in 14 community colleges, 18 branch campuses, 39 private proprietary schools, youth development centers, and special education schools.

Pennsylvania requires compliance with specific standards prior to curriculum approval to operate and be eligible for state reimbursement. Reporting of students is restricted to these approved curriclula. Enrollments are reportable by full-term curricula meeting at least the minimum requirements for any other major field of study over a two- or three-year period. We do not report by subject or class, thereby reducing the possibility of duplicate enrollments. A legal combination of enrollment in two different fields, however, is permitted in the case of Useful Home Economics and any one of the other vocational fields. This is allowed because of the one-period-per-day minimum for curricula in the home economics field. Although such duplication is permitted, the computer can readily determine the duplicates through program edit routines, and unduplicated totals are possible.

Operational description of the subsystem

Figure 3 illustrates the flow of the Student Basic Data System. Only the secondary level is described here, but the same procedures apply to all other levels. Most forms used are machine scannable forms which are fed directly into the system. The flow is viewed as a continuing cycle. At the beginning of each school year, a computer-printed year-start roster is sent to each school in the system. A different roster is generated for each curriculum approved to operate at that school. The roster contains the names of all students retained in the system from the preceding year, i.e., all students not terminated or transferred on the year-end status roster completed at the end of last year. School personnel verify or update the roster as required, add any new students entering the system that year and supervise the completion of a student registration form for all new enrollees.

The individual student registration form provides the possibility of processing, aggregating and reporting data in thousands of combinations not possible under the manual system. Reports are generated by curriculum, by school, by school district, by county, by legislative unit, by labor market, by SMSA, by intermediate unit, by race, by sex, etc. It also provides for chaining or stringing variables to produce special reports such as, "all the male blacks on cooperative education status who were not hired in their field trained in a given locality of the state."

The year-end status roster is a computer-printed form containing a list of all students enrolled for that year in that curriculum. School personnel complete the form by (1) verifying data added for new enrollees generated from the student registrations for that year, (2) marking all students who terminated the curriculum, (3) marking the reason for termination or transfer, (4) marking all students who were on cooperative education status during the year, and

(5) marking the total days membership belonged for each student. The last item is used to calculate the state reimbursement due the school district for that year. At the bottom of Figure 3 you will see some of the standard products generated by the subsystem.

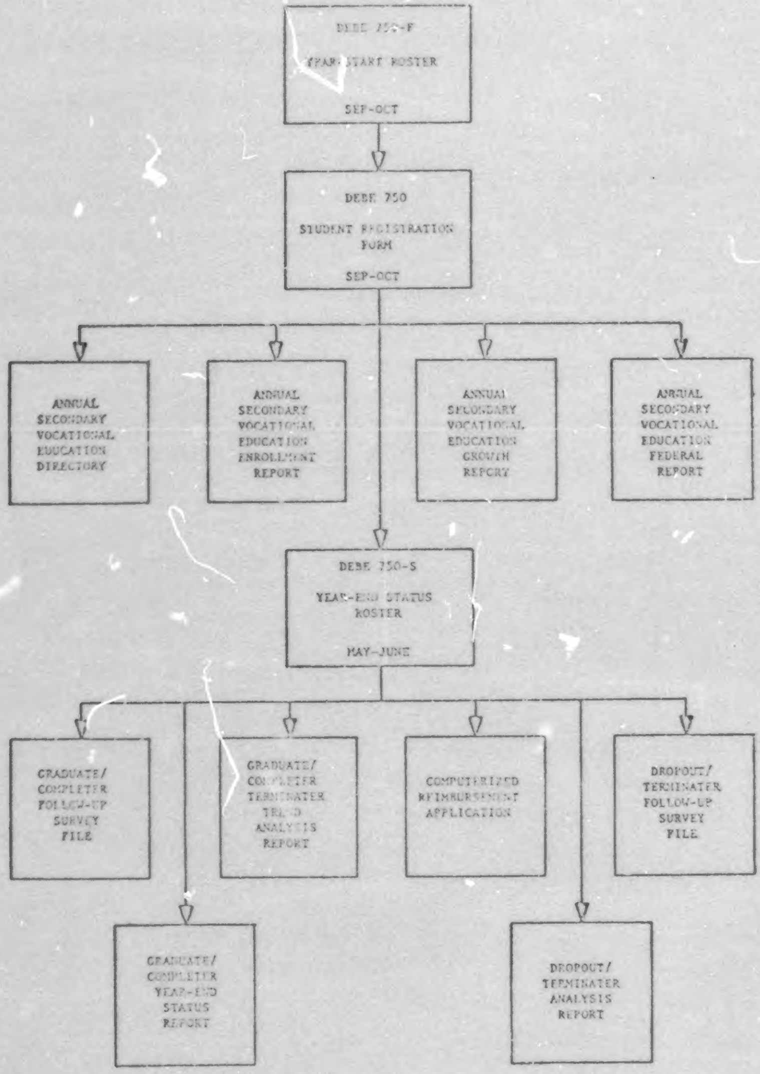
DEBE 750-F YEAR-START ROSTER SEP-OCT
DEBE 750 STUDENT REGISTRATION FORM SEP-OCT
ANNUAL SECONDARY VOCATIONAL EDUCATION DIRECTORY
ANNUAL SECONDARY VOCATIONAL EDUCATION ENROLLMENT REPORT
ANNUAL SECONDARY VOCATIONAL EDUCATION GROWTH REPORT
ANNUAL SECONDARY VOCATIONAL EDUCATION FEDERAL REPORT
DEBE 750-S YEAR-END STATUS ROSTER MAY-JUNE
GRADUATE/ COMPLETER FOLLOW-UP SURVEY FILE
GRADUATE/ COMPLETER TERMINATER TREND ANALYSIS REPORT
COMPUTERIZED REIMBURSEMENT APPLICATION
DROPOUT/ TERMINATER FOLLOW-UP SURVEY FILE
GRADUATE/ COMPLETER YEAR-END STATUS REPORT
DROPOUT/ TERMINATER ANALYSIS REPORT

FIGURE 3.—VEMIS Student Basic Data System.

Figure 4 illustrates the Follow-Up Survey Data System which is operative for all students in all institutions described in the Student Basic operative for all students in all institutions described in the Student Basic Data System. Follow-up surveys are conducted on the secondary, postsecondary and adult preparatory levels. Although this illustration describes only the secondary level, the basic procedures are the same for all levels. This subsystem, the first to be initiated, has been in operation since 1968.

Output

As indicated earlier, the year-end status roster generates the mailing address file for all completors and dropouts. The annual surveys produce various state management reports as well as the annual federal reports. Comprehensive analyses of the reports have created considerable activity for further research and program improvement on the state and local levels. For example, federal funds have been released to develop a placement services manual for use by local educational agencies. Many project proposals have been generated and

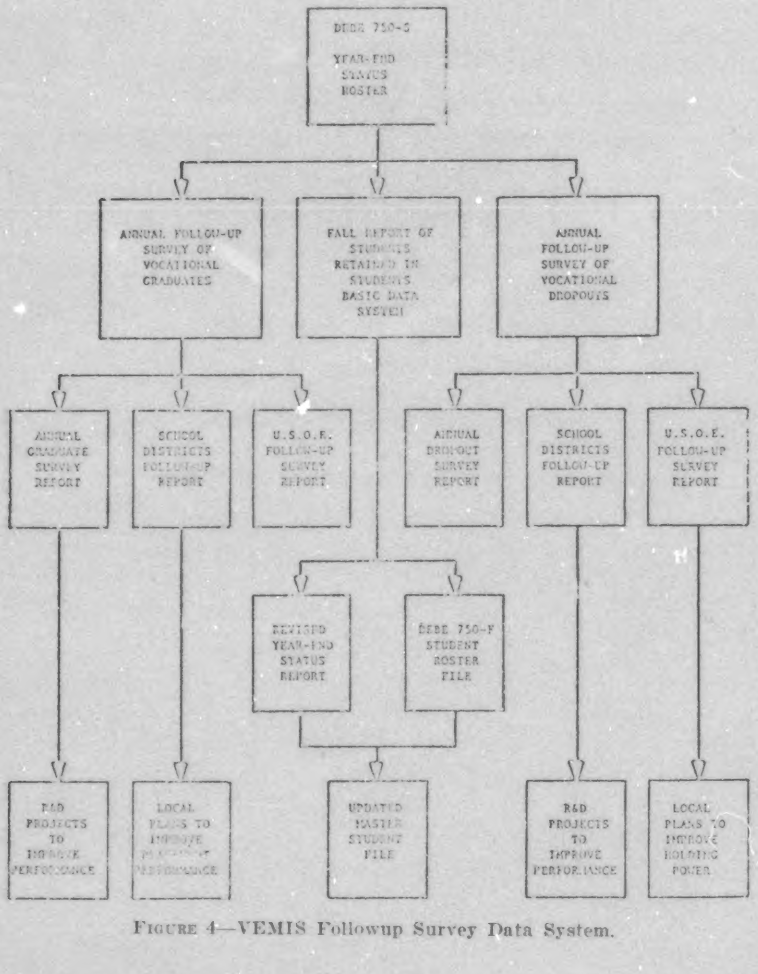
DEBE 750-S
YEAR-END
STATUS
ROSTER
ANNUAL FOLLOW-UP SURVEY OF VOCATIONAL GRADUATES
FALL REPORT OF STUDENTS RETAINED IN STUDENTS BASIC DATA SYSTEM
ANNUAL FOLLOW-UP SURVEY OF VOCATIONAL DROPOUTS
ANNUAL GRADUATE SURVEY REPORT
SCHOOL DISTRICTS FOLLOW-UP REPORT
U.S.O.E. FOLLOW-UP SURVEY REPORT
ANNUAL DROPOUT SURVEY REPORT
SCHOOL DISTRICTS FOLLOW-UP REPORT
U.S.O.E. FOLLOW-UP SURVEY REPORT
REVISED YEAR-END STATUS REPORT
DEBE 750-F STUDENT ROSTER FILE
R&D PROJECTS TO IMPROVE PERFORMANCE
LOCAL PLANS TO IMPROVE PLACEMENT PERFORMANCE
UPDATED MASTER STUDENT FILE
R&D PROJECTS TO IMPROVE PERFORMANCE
LOCAL PLANS TO IMPROVE HOLDING POWER

FIGURE 4—VEMIS Followup Survey Data System.

funded for guidance and placement services personnel in the area vocational-technical schools and in the high schools throughout the state. A special study on placement services was conducted through the Special Survey Subsystem to provide more specific data on placement service activities, or the lack of them, in the local school districts.

Individual school reports were issued to the local educational agencies to provide feedback on program completors and to stimulate program improvement where applicable. Highlight reports on state-wide results were distributed for comparative analyses. In addition, printouts of all graduates found to be unemployed and looking for work at the time of the survey were returned to the schools for further follow-up and employment assistance.

We are now conducting surveys of all program dropouts to help determine program and employment problems encountered by this target group. Also, a four-year follow-up of the 1969 graduates was conducted to analyze geographic mobility and occupational vertical and horizontal mobility. We want to find out if graduates initially hired out of their field of study eventually gravitate back to their field or really represent a loss in expenditures, instructional time, and learning experience. In summary, we are conducting seven different surveys each year.

Determination of information needs

Information needs are determined through the monthly advisory committee meetings, feedback from system users and future plans of the Bureau. Figure 5 (In subcommittee files) displays the current data sources and users of system information. The Coordinator of VEMIS Activities in the Division of Administrative and Planning Services is a clearinghouse for information needs of decision-makers. Many reports and directories have been standardized through repeated requests for similar information. Examples are the annual federal report requests, state plan requirements, report requests established by the VEMIS Advisory Committees and State Advisory Council requests. The total system currently produces over 200 different products containing as many as a dozen tables, some of which are 20 to 30 pages in length. One such product, the Secondary Program Enrollment Directory, lists all curricula in the state by region, by school district, by school, by curriculum, by grade, by race, and by sex.

Many reports are simply input/output products requiring limited computer manipulation of data. Others are considerably more complex and require merging of several files and stringing variables to create the needed information.

Most non-standard report requirements and special data requests can be satisfied by reference to standardized reports or a combination thereof. Invariably, however, requests are received which require information not consistent with formats anticipated by the system operators. When this occurs, special requests must be programmed with turn-around time from one day to several days depending on the magnitude and complexity of the information requests and other demands being placed on the system operators at that time.

Utilization of Information

It is impossible to list all uses to which system-generated information has been put. Most of the users in this illustration have applied standard and special request outputs to management decisions.

For example:

1. The RCU uses follow-up information as input to the supply-demand model.
2. The State Human Relations Commission is using the information to prod local educational agencies into providng greater service to minority groups.
3. The Governor's Office of the Budget is conducting a review of our reimbursement procedures based on information provided by the system. It is hoped that the study will result in state legislation to increase reimbursement going to the school districts.
4. Our Executive Assistant for Public Affairs in Washington, D.C., is using system information to help influence favorable legislation for vocational education.
5. Newspaper reports and periodical articles have helped carry meaningful information to the public and to local school boards.
6. Our Senior Program Specialists use system-generated information to assist in determining new program approvals.

7. Our Operations Division Chief and his field consultants use system products to assist in monitoring on-going programs.

8. The State Advisory Council prepares annual evaluation reports based on system-generated information.

9. The system provides information (a) in support of annual legislative budget reviews and hearings and (b) for input to the Pennsylvania Program, Planning, and Budgeting System to support state budget proposals.

This list is not exhaustive. New avenues for user management decisions are arising continuosly.

Information system development problems

Generally the system is functioning well beyond our initial expectations. I would not be honest with you, however, were I to imply that VEMIS functions without problem areas. Everything that could possibly go wrong has occurred at one time or another throughout the years of system development, but the system has emerged stronger from each such encounter.

Two major problems do exist and persist, and they may continue to plague us indefinitely. Technical problems, although they are extremely frustrating can be resolved by burning the midnight oil until a solution is found. Other problems, however, cannot.

1. *L.E.A. nonresponse.*—one of our unending problems is local administrative procrastination relative to forms completion and submission. Automated information systems which are structured to function in a real-time environment require timely response to data requests. One subsystem relies upon another subsystem which, in turn, relies upon another. Ninety percent of the forms are returned within the suggested time frame; the other ten percent places demands on the system in time, effort and resources almost equal to the other ninety percent. As a result, we are often faced with a trade off situation of producing reports that are inaccurate and incomplete or holding production of reports and internal processing which jeopardize other parts of the total system.

2. *Instability of Federal support and requirements.*—the other major problem we see is the instability, insecurity and anxiety associated with Federal financial support; constant changes in Federal statistical report requirements; and the unrealistic time frame of Federal reporting requirements. Major decisions regarding future plans for vocational education and the information systems under which they function cannot be made until some stability is realized on the Federal level and until reporting requirements establish a time frame which is realistic for the states.

Every additional element of data—every change in report requirements—starts as a ripple which creates massive waves on the state and local levels. Old forms must be destroyed; new forms must be developed, printed and distributed; computer programs must be redesigned; clerical procedures must be rewritten; associated documentation must be discarded or rewritten; new forms completion instructions must be established; report and directory formats must be changed.

All these activities require enormous amounts of money and man hours of work which may not be contemplated by those who are responsible for requesting the changes. Developmental costs are at least three times as high as operational costs.

3. *Reporting time frame is unrealistic.*—States must be made aware of reporting requirements well in advance of actual reporting dates. Federal reporting forms for the 1974–75 school year have not yet been distributed. We have received only form drafts with anticipated changes pending O.M.B. approval. It will be impossible for many states to incorporate the reporting changes into their systems with less than two months remaining in the current school year. Report requirements should be established and the forms distributed at least six months in advance of the school year subject to those reports. Machine readable forms require extensive preparation and considerable printing lead time.

Secondary system forms

Currently, about 250,000 secondary pupils are enrolled in vocational education curriculums in grades 9–12. The various data elements required on enrollments for federal and state reporting and for the management of the vocational programs are too numerous to rely on forms which collect data in an aggregated manner. Pennsylvania's system requires data collection by individual student. In this way we can aggregate the data by computer to (1) provide more accurate and complete reporting, (2) generate more than 200 standard directories and reports, and (3) produce special reports requested by system users.

Appendix A contains copies of report forms presented in figures 3 and 4 of this testimony. It should be noted again that they represent only those forms used on the secondary level. Modified versions of the forms are used on the postsecondary and adult levels.

System products

Standard system directories and reports are established by systems managers, advisory committees and systems users. Appendix B contains a listing of all products projected to issue from the system when fully developed.

Appendix C contains selected pages from some of the reports listed in Appendix B to illustrate the kinds of information generated from the various reports forms and computer manipulations. All reports have provided valuable information for improving vocational educating programs, services and activities.

COST OF THE SYSTEM

The system is funded through the state director's office under the provisions of Public Law 90-576—the 1968 Amendments, Part B, Ancillary. The estimated annual operating cost of the total system is about $250,000. This is estimated because we are still developing various parts of the subsystems, and it is not always possible to break out the operational costs from the development costs.

Total expenditures for development and operation of VEMIS up to the end of last fiscal year are as follows:

1970 to 1971	$146, 042
1971 to 1972	206, 117
1972 to 1973	297, 078
1973 to 1974	568, 525
Total	1, 217, 762

Projected expenditures for the current school year are approximately $500,000. Expenditures have increased as (1) new subsystems have been developed and added to the operational base, (2) enrollments of pupils and teachers have increased, (3) additional reports are requested and developed and (4) costs of equipment, supplies, computer services and salaries have increased with the general economy.

STATEMENT OF LOWERY McHENRY, SENIOR PROGRAM PLANNING SPECIALIST, PENNSYLVANIA VOCATIONAL MANAGEMENT INFORMATION SYSTEMS

Mr. McHENRY. Mr. Chairman and members of the subcommittee, I am head of the planning section in the bureau of vocational education in the department of education in Pennsylvania. One of my responsibilities for the last 5 years has been the coordination of the development of a management information system.

We feel that what has been needed in vocational education is not merely a data collection system. We had that under an older manual system. But it had many limitations. After having gathered the data the forms generally are stacked in drawers and if Congress or our State legislature or other administrators need information that is prepared differently from the way it was originally compiled it requires sometimes weeks of effort to do just that.

So we needed to develop not necessarily another data system but a management information system. Briefly I can indicate that Pennsylvania has worked on a framework or a manpower conversion model as the basic model for development of the system. It currently has about 40-some systems in the system, all of the things that Dr.

Lee has indicated and much more because we felt that we needed to know much more in order to manage programs on a State basis.

Two of these subsystems I brought out in quite a lot of detail, the students' subsystem, the followon subsystem of graduates, because these seem to be two areas that the Federal Government seems to be most concerned about and most of the other States have developed more fully.

We do however have other subsystems dealing with curriculum facilities, special management reports, administrative subdivisions, a forecasting system and several others which are contained in my written report.

Rather than discuss in detail what the system is, what it does, I think is entered in the record will indicate that. It can certainly be supplemented with much more.

I would like to discuss perhaps one or two or three problems that we see developing that might be of assistance to the subcommittee as they review this area. One is that the changing Federal requirements and the changing Federal report forms create a problem on the State and local level in terms of gearing up to provide that kind of data or information in the time frame of the reporting form.

We need to know for example before the school year begins what kinds of data information are going to be required. We this year do not yet have a standard report form. We will be having meetings in June. I understand information will be given to us about the kind of reporting that will be expected of us for the school year which is drawing to a close.

We need to build into the data collection activities at the beginning of the school year those items which are going to be required for that school year when it is ended.

So I would encourage the subcommittee to do whatever it can to see that the reporting requirements come to us early enough that we can react to it on the State and local level.

Another thing is the time frame of the report requirements. On some occasions we have not been able to meet an October 1 reporting date for programs that operated in the prior year. Although 90 or 95 percent of all schools report on time there are always perhaps 5 percent which create a problem. So it is not always possible to offer complete reports within the time frame that is indicated in the report form.

Other than this we have had little or no difficulty with Federal reporting. We feel we are probably very far ahead of the game in terms of the kinds of information data that are required and what is required for our program planning activities in the State.

Thank you, Mr. Chairman.

Chairman PERKINS. All right, the next witness is Dr. William G. Conroy, associate professor at Lowell Technology Institute. Go ahead, Dr. Conroy.

[Information submitted by Dr. Conroy follows:]

A SUMMARY STATEME[illegible]R. WILLIAM G. CONROY, JR., ASSOCIATE PROFESSOR, COLLEGE OF MANAGE[illegible]IENCE, UNIVERSITY OF LOWELL, LOWELL, MASS.

Mr. Chairman and members of the House Subcommittee on Elementary, Secondary and Vocational Education, the following is a brief, summarizing presentation of a more comprehensive recommendation submitted for your consideration. The purpose of this presentation is to focus upon the substance of my recommendation in an efficient way. I stand ready to respond to any questions you might raise, or to submit further documentation if you think it appropriate.

The proposed Vocational Amendments of 1975 provide government an opportunity to initiate a process to support improved planning for all career, vocational and occupational education. This process should be as helpful to those who plan for the future of occupational education at the national, state and local level under the Comprehensive Employment and Training Act as it is to those who set policy for occupational education within the United States Office of Education. In fact, this recommendation ought to help coordinate planning for educational experience designed to help people prepare themselves for a productive career among all governmental legislative and administrative agencies.

The essence of my recommendation is to organize information which now exists and would be useful to planning for occupational education in a way that would make it immediately available to those responsible for planning the future of occupational education. Organizing this information into a single system allows occupational education planners to capitalize on millions of dollars of previous knowledge developed in areas which explain relationships between people and jobs.

Because of recent developments in computer science, this information can be be organized in a way that it becomes available on an as needed basis to occupational education planners within a matter of several months. Not only can these data sets be assembled together in a way that allows planners immediate access to this information now, new information can be added as it becomes available. The simple strategy of this recommendation is to take full advantage of what now exists to support improved planning for future occupational education now, and in a way that allows for flexible growth.

Let us briefly suggest several types of information which might be helpful to occupational education planners. First, it is necessary to maintain a description of expenditures and a head count of the numbers of students served. We might refer to this as occupational education census information, since it describes every unit in the universe. Although some occupational education census data is necessary, it would seem unwise to require every school in every state to provide more census data than is absolutely vital for cost and pupil accounting for planning. Upgrading the federal reporting process now in place ought to fulfill this data requirement.

Occupational education planners need to know the impact of various occupational education programs upon students and society. Information which describes the relationship between specific occupational education programs and subsequent career development is not information which should be developed on a census basis, but, rather, with a national sample. Not only is it less costly to assemble such information on a sample basis, it is more accurate. For planning it would be useful to know the impact of various occupational education programs for specific target groups of students.

Anticipated labor market demand is necessary to occupational education planning. It is simple fundemental to planning to be able to estimate the expected demand by occupation for both the short and long haul. It is also necessary to know the geographic distribution of occupational demand. It would be helpful to know the geographic mobility characteristics of the labor market.

Information which describes the probability of success for target populations in specific occupations could provide economies to both those planning for their own career development and to government. For example, as a perspective student, I might want to know my chances of succeeding in an occupation for which I was about to invest several valuable years of my life. Even if the odds were long, I still might take a chance, which is quite different that investing myself in a program without knowing the risk. As a planner, if I knew both the likelihood of a target group succeeding in a range of occupations and the labor market demand for the same range of occupations, I might be in a better position to suggest current policy for future occupational education.

As a final example of useful information, for planning occupational education, it would be essential to be able to know the distribution of the population by certain characteristics which allows focusing services on need. The United States Census describes the population by occupation, income, sex, family characteristics and education, which mets this planning information need. Let's look at other information bases which provides estimations of the several information types and could be useful to making policy now for occupational education in the future.

Project Talent is a national sample of 440,000 1960 high school students who were exhaustively described in terms of ability, achievement, family characteristics, personality and education. These students have been followed for one, five and eleven years and there now exists a data base which describes in enormous detail relationships among self-characteristics, schooling and career development. This data base is sufficiently large so that one can now determine the ability profile of persons who now are successful secretaries, for example, while they were in high school. The National Longitudinal Study is essentially a mini-Project Talent, which began with a national sample of 18,000 1972 completors.

The Bureau of Labor Statistics has developed a capability to project labor market demand by industry and occupation on a national, state and SMSA level. The National Assessment of Educational Progress has described, among other things, the attitudes and knowledge of the citizenry toward work, i.e. youth and adults.

To help understand the substance of my recommendation, assume that "working computer tapes" which have a high probability of being valuable for planning occupational education have been "cut" from these substantial data files. Further, assume they are assembled on a single computer in a way they can be simultaneously accessed and analyzed by a hypothetical group making policy for preparing citizens for productive careers through CETA.

The first interactive probe of the data base might be to rank order occupation by demand, by state (BLS data). Given this information, the next planning probe might be to develop a psychological profile of a target population most likely to succeed in these occupations and/or a description of the educational programs which have been most effective in preparing people for successful careers in these occupations. One might also want to compare the benefits to society of a target group of persons who are employed in the occupations specified by the BLS probe and a similar population of people in terms of ability traits in the population at large. All this can be estimated from Project Talent, and, to some extent, the National Logitudinal Study. Finally, in terms of the characteristics which Project Talent and the U.S. census have in common, one might want to describe the current distribution of the population.

Certainly, mounting "working tapes" from the data sets now available will not provide answers to all the policy relevant problems for occupational education planning. The question is: Does organizing this information in a way that it is simultaneously available to all poicy makers now constitute a process to improve policy making for occupational education?

As people gain experience in using the information thus assembled, they will very likely want to add to and generally improve the data sets mounted on the interactive computer system. This is welcomed as progress, and quite "doable".

I strongly recommend that Congress consider organizing new information which would be useful now to planning the future of occupational education, while at the same time streamlining expenditures and enrollment accounting procedures for occupational education in America.

A Recommendation by Dr. William G. Conroy, Jr., Associate Professor, College of Management Science, University of Lowell, Lowell, Mass.

The proposed Vocational Education Amendments of 1975 provide an opportunity to initiate a process to support improved planning for all career vocational and occupational education in the future. The planning supportive process to be recommended is for all educational experiences designed to help man prepare himself for a productive career, regardless of the funding source or governmental agency administering the program. The process of developing occupational competencies or job skills does not change from the student's perspective simply because a program may be funded from several agencies. For example, the stated purpose of the Comprehensive Employment and Training Act is "to provide job training and employment opportunities for economically disadvantaged, unemployed and underemployed persons, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of federal, state and local programs." The planning capability for occupational education to be recommended by this statement ought to be as useful to CETA planners at it is to future planners of career, vocational and occupational education administered by HEW or by states and local communities. Indeed, this recommendation, if implemented, should play a catalytic role in orchestrating planning for occupational education across government agencies, such that the full potential of each agency is maximized in delivering desired services.

The need to initiate an improved, future planning process for occupational education is based on the assumption that the act of altering previous policy is rational behavior, essentially designed to "correct a course" set in the past. "Course correcting" amendments to past policy involve understanding the societal consequences of previous policy, and analyzing the appropriateness of past policy goals in future time. Given this logic, it would be unreasonable to assume that the current act of amending legislation which specifies national policy for career, vocational and occupational education will not be amended within a few years. The purpose of this brief statement is to suggest the development of a capability which could support improved policy making for all occupational education in future time by allowing man to better understand the outcome of policy past.

Because the jargon of social scientists has so confused the few useful notions which could be of value to policy making for occupational education, it is necessary to establish a clear understanding of the several simple concepts which constitute the essence of this recommendation. For example, words like evaluation and accountability have taken on an almost sinister connotation, frequently presenting a barrier to the painful process of man trying to do his very best to do better. One could argue that the current perversion of the fundamental purpose for experience documentation has created an environment in which educational policy makers are hesitant to take reasonable risks for progress.

PURPOSE OF EVALUATION RESEARCH

The purpose of the numerical information which flows from evaluation research is to document man's experience in a way that is helpful to planning in current time, goals for future time, as well as processes to accomplish these objectives. The value to man of the accounting or evaluating function for reasons other than facilitating a brighter future must be placed in a proper perspective. Little progress can be anticipated unless policy makers for education and evaluation research developers can together rediscover the mutually supporting relationships between these functions.

In addition to allowing the purpose of its function to be misunderstood, evaluation researchers in education have enjoyed a conspicuous lack of influence on the policy making process for two important reasons:

(a) A failure to provide the policy maker with a methodology to hook up descriptions of past experience with the policy making process, which is necessarily future oriented;

(b) A suicidal tendency to develop knowledge in serene isolation, not only from the policy making community, but from fellow educational researchers.

Since the recommendation to provide a more substantial knowledge base for policy making in the future through the Vocational Amendments of 1975 involves a frontal assault on these two specific proplems, some additional amplification will provide a basis for understanding the need for the recommendation contained in this statement.

FUTURE ORIENTATION

Most evaluation research makes no provision for connecting a description of man's exerience as stimulated by legislation to the process of future planning. This ought to be obvious to those struggling with the second set of amendments to the Vocational Education Act of 1963. Policy makers need to understand the probabilities for a range of consequences in future time from decisions made in current time. The fundamental question is: how much more enlightened is the policy making process for the Vocational Amendments in 1975 than was the process in 1963? If improving the planning process for occupational education is conceived of as a part of the planning procees, then current planners might want to provide a better basis for future planning.

All this is not to say that the evaluation research community has not produced useful descriptive information. They have. The problem is that the information has been developed on a slightly random basis; it is virtually inaccessible to policy makers; and it is organized in a way that is not designed to support making in occupational education policy now for future waves of students. Most of this historical information is descriptive, i.e. counts of things like students and expenditures, or relational, for example, describing the time past relationship between specific career patterns and antecedent school experiences, scholastic ability, personally characteristics, family lifestyle, etc. This information is of great value, but what seems to be lacking are communication and translation functions, so that such information can be available to the policy maker when he wants it and in a way which supports causal inferences from present to future time.

Before presenting a brief example of a capability which allows connections between historical descriptive information of specific past experiences and the causal assumptions into future time which are necessary to the policy making process, it might be helpful to reemphasize the philosophical foundation for this recommendation. If a goal of the proposed Amendments of 1975 is to simultaneously "correct the course" of previous policy and provide a basis for better policy in the future, then a numerical documentation of experience should be organized in a way that is likely to be useful to occupational education policy makers who follow. If numerical documentation of experience is viewed as who did what to whom and at what cost, without regard for future "course correcting" behavior, then this recommendation ought to be ignored. Such a position would not seem far removed from the blindfolder driver who could only get instructions about the road ahead from a companion who was allowed to see only through the rear window.

AN EXAMPLE OF ORGANIZING DATA FOR PLANNING

Appendix A is a flow diagram which is specified in the language of Dynamic Simulation, a forecast modeling development of the Massachusetts Institute of Technology. This is a simple model which deals with a specific societal problem, Robbers on the Loose. Boxes represent number of elements within the model (in this case people), while the "tin cans" or valves depict the rate of flow of elements within the model. In this forecast model we have Vocational and General Education Graduates flowing into the Robbers on the Loose box at differential rates, i.e. .004 Vocational Graduates become Robbers on the Loose, while .15 General Education Graduates become Robbers on the Loose. Dotted lines represent an information network which establishes the rate of flow of elements among boxes. For example, an increase of the number of Robbers on the Loose causes an increase of the number of Robber Enforcement Dollars, which in turn, bumps up the Arrest Rate.

Our goal with this over-simplified model was to determine a least cost solution to reducing the numbers of Robbers on the Loose. We had three policy options: (a) we could manipulate the number of Vocational and General Graduates; (b) we could manipulate the Arrest Rate, or (c) we could manipulate the In-Prison Rehabilitation Program, which has a direct affect on the Recidivism Rate. We made vocational education twice as expensive as general education, established dollar costs for the In-Prison Rehabilitation Program and specified Robber Enforcement Dollars per thousand Robbers on the Loose. Once a technician had translated our model into mathematical equations, we were free to experiment with various policies to reduce the number of Robbers on the Loose at the least cost. Appendix B displays that our best solution was a Vocational Education, Police and In-Prison Rehabilitation Program combination, which we found to be more costly during the first three years, but the least cost solution over 20 years.

The purpose of this exposition is to make a fundamental point. Policy making requires causal assumptions, i.e., that is, if this, than that. Information about exeprience in the past helps estimate what might occur in time future, within a forecast model. For example, we might have information about the relationship between a particular vocational educational rehabilitation program for a specified category of prisoner and desirable post-prison behavior. Forecast modeling is not a crystal ball, but it provides a mechanism to connect valuable historical data into a posture which supports planning.

Several other advantages to forecast modeling ought to be noted. Making social policy is difficult because it is necessary to juggle the anticipated interaction among the large number of variables over five or ten years. The human mind is simply not constructed in a way that it can sort out and remember complex relationships over time. Computer-assisted forecast modeling allows man to specify causal relations within the scope of the universe for which policy is being generated, and then let the computer play out an infinite range of policy alternatives over decades, all in a matter of seconds. In effect, forecast modeling offers a laboratory for social policy making. To argue that we do not know enough to create causal-forecast models for experimenting with social policy is essentially to argue that we do not have sufficient knowledge to make social policy.

EXAMPLES OF ISOLATED DATA BASES

A second major evaluation research information has not had much influence on the policy making process is that most research projects might as well be conducted on a desert island. There is a substantial store of useful information for policy making in occupational education in existence, most of which is totally unconnected to the policy making process. As previously suggested, there is practically no communication at all among the developers and maintainers of these knowledge warehouses.

The following are several examples of enormously powerful data bases that are of immediate usefulness for policy making which is concerned with providing state supported intervention to facilitate the career preparation of citizens, whether through the Vocational Amendments or CETA:

Project Talent is a national sample of four hundred and forty thousand 1960 high school students. Each student was administered a comprehensive test battery in 1960, recording abilities, achievement, socio-economic status, personality traits, etc. Information was then gathered about the kind of high school experience the student had and students were followed up one, five and eleven years out of high school. These data document over a decade of career growth in America in a way that is vital to policy making now for future occupational education programs. As just one simple example of the value of this data, it is possible to determine the psychological profile of a person most likely to succeed in an enormous range of occupations, from machinists and bookkeepers to physicians and dentists. The sample was sufficiently large so that we can now cut out of the data base successful electronic technicians, for example, and determine their aptitude profile before studying to become electronic technicians. Such information would be useful in supporting career development experiences for students, potentially providing both them and the state substantial economies. Project Talent is a national treasure of knowledge about career growth and, in general, the relationship between schooling and working.

The National Longitudinal Study is a national sample of 18,000 students and is similar to Project Talent (although much more modest in scope). It tested a 1972 high school completing cohort, and has currently followed them as they have exited high school and entered the next phase of their career. This information is valuable in describing differences between target audiences for occupational and nonoccupational education, and as the students mature and are followed up during the next three or four years, will yield even more information about relationships between various secondary program school mixes and subsequent lifestyle and career development.

The National Assessment of Education Progress in Colorado is virtually a mountain of information about the achievement level of students and adults. An area of particular interest to occupational education policy making is a description of the attitude of citizens toward work and their knowledge about the world of work. Such information has immediate and obvious value to policies which attempt to provide alternatives through which man can better guide himself into a career.

The Bureau of Labor Statistics now has developed the capability of projecting employment on a national, state and SMSA basis by occupation, within industry. As we all know, the Bureau of the Census describes the population by occupation, age, sex, family characteristics, education, etc. The United States Office of Education has described costs and enrollments in occupational education in America over the last several years.

THE RECOMMENDATION

Information from the data bases described above represent millions of dollars of investment by government to provide a knowledge base for improved policy.

Unfortunately, very little of the information is ever available to policy makers when they need it. The only information policy makers seem to be able to get is a final report, which almost always arrives after the question has been forgotten or has become irrelevant. It appears that policy makers have almost been conditioned to delegating the policy making process to the summary section of the notorious final report, as opposed to allowing themselves to "reason with data describing relationships in time past and their own experience". This is probably because the product of the evaluation researcher has been virtually inacessible to the policy maker up to and including now.

Harnessing recent developments of computer scientists will provide policy makers a way to assemble together numerically described experience so that it can be available when it is needed. In nontechnical language, it is now quite possible for a policy maker's analyst to sit at a terminal (see Appendix C) and be able simultaneously to call from a computer (with a local telephone call) information from a variety of data sets. In fact one could call information from any of the data bases described above (if they were maintained on a single system), perform arithmetic, logical or statistical functions on these data, and develop instant responses. Appendix D is a diagrammatical presentation of this process. It simply says that policy makers, through an analyst, can access data from any of the files previously described at will and instantaneously. Also note that policy makers, through an analyst, have access to a modeling capability through the same computer terminal configuration. Terminals are quite inexpensive, and can be made available to a broad variety of potential users. Although levels of data may be made secure from ranges of users, recent developments in computer technology allow the sharing of the same knowledge among the variety of institutions who influence the development of policy for occupational education in America.

Of course, it would be unnecessary to capture all the data from each of the data sets described above. Rather, one would cut out a "working tape" of information most likely to be of value to policy making for occupational education, thus assembling together millions of dollars of research experience to assist man in making better policy for occupational education. This is not a time to become technical, but current developments in computer science provide enormous flexibility in altering (adding to or subtracting from) the stored data sets.

Let's look at examples of a couple of information policy probes of the data bases described earlier. One rather simple-minded probe might be to get an empirical estimation of role encumbents by occupation over time, perhaps to estimate shifts in the labor market. Assume we had mounted a sample from the decennial U.S. Census. It would be extremely uncomplicated to count employees by occupation for 1960 and 1970, and determine the date of change among job descriptors. This would be reasonably gross, and we might want to pursue the probe further, browsing BLS historical tapes from one of their projection-documenting surveys. We might pop over to the Project Talent data set and "cut out" students who graduated from high school in 1964, did not attend college, males only, and list the number by job title, one year out, five years out and eleven years out. These probes might help policy makers estimate if "emerging occupations" are real or imagined. If these "working tapes" were mounted on a single system, all these probes could occur within minutes, hopefully rendering the policy maker enlightened about the world for which he is making policy.

Assume that probes of the data bases indicate that automechanics are in short supply (U.S. Census and BLS data) and a large demand is predicted (BLS data). At the policy maker's discretion, could we not imagine the analyst browsing the Project Talent file to discover the psychological profile of people most likely to be successful automechanics and providing a test battery and profile to occupational educators or CETA administrators. One might also want to discover what factors are related to mobility within the automechanic job classification, if one expects trained workers to move where the jobs are.

Not only are these data sets when gathered together on an interactive computer configuration useful for estimating complex forecast models, they are valuable to developing understandings from chained probes across data sets. Obviously, the data sets currently available will not satisfy all needs, but, with imaginative analysts, they should bring an enormous quantity of documented experience to the fingertips of the policy maker. Such a process should be a welcome substitute to the current practice of initiating evaluation research projects. Not only should such a development enlighten the future policy making process in a way that takes advantage of existing knowledge, it should provide a focus for funding further research. For example, a part of a larger forecast model might include the earlier described Robbers on the Loose loop, and it could be useful to initiate a data set on the variable success rate of In-Prison Rehabilitation Vocational Education Programs. The absence of initiating an orchestrated process to develop policy relevant information for all occupational education under the Proposed Amendments of 1975 would not seem to be consonant with a goal to provide policy makers of tomorrow with better tools than we have today.

A CONCLUDING REMARK

Policy for occupational education is influenced by a wide range of people. Interactive-computerized information systems and the specification of explicit fore-cast-causal-models describing current policy ought to do much in rendering the policy making process for occupational education more open and more coordinated among government agencies. Informed participation should contribute to better policy making, since it draws more systematically on human experience. It should also develop a constituency to execute openly developed policy, while institutionalizing a capability to "correct the course" of policy past. One mght hope that such action would develop a positive attitude toward the process of progress, one which compassionately understands that at each developmental plateau man tried his best. It is time we stopped using the social sciences as a method of documenting responsibility for failure, and begin to focus our effort on how we can make better that which now exists. Providing for a planning capability to be brought up as recommended in this statement could contribute to progress for those social services which attempt to help man prepare for a productive career.

Finally, until policy makers have allowed themselves the experience of using the vast information now available, mounted on a single, interactive, computer system, it would seem important to charge off on new data gathering forays. There are a couple of data gaps which ought to be filled, for example, an annual followup study for occupational education graduates and dropouts at all levels done on small sample basis. This should be a retrospective design, which assigns students to named occupational education programs and is simultaneously conducted for the graduating cohort and a cohort six years ago. Such a data set should cost less than 10 per cent of the current follow-up effort of the Office of Education and yield policy-relevant data.

While the policy makers are gaining experience with using the knowledge we have and 'state of the art' computer technology, two activities might be initiated:

(1) The reporting process for counting enrollments and expenditures under the proposed Vocational Amendments of 1975 should be made as uncomplicated as possible, consistent with legal requirements;

(2) A process should be specified and services provided to states by the federal government to move into place a reporting system which is designed to meet policy making and reporting requirements at both the state and federal levels. If one adopts the strategy that the fundamental test of data is its relevance to policy making, it ought to be possible to greatly simplify the reporting process from every school in every state, by shifting most data to a sample basis. The alternative of collecting data on every student enrolled in occupational education in America, simply won't fly, no matter what. It would require over a billion pieces of information per year to document the bare essentials of student characteristics now enrolled in occupational education. The quality of data collected on such a massive scale would always be suspect, and the cost and burden on the states and local schools would be prohibitive. It is much more efficient to describe experience on a sample basis whenever possible, gathering as little data as necessary on an every school, every state basis. These distinctions need to be thought through carefully, as states and local schools require (and deserve) support in bringing along a reporting capability. Until the federal government behaves in a way that demonstrates it understands that reporting of occupational education expenditures and enrollments must be nested within a total state information system, and that considerable planning is required to establish reasonable bookkeeping systems at both the local and state level, not very much by way or reliable information can be expected.

Policy makers do not have to wait five years to initiate a knowledge base and forecast modeling capability to improve planning of occupational education. They could implement the recommendation made here in less than a year, and within a year be in a position to decide the next best step. Such incremental development ought to force more communication between policy makers and evaluation researchers. Although adopting the recommendation now made requires both the pain and glory of developing new skills on the part of both policy makers and evaluation researchers, the major alternative seems to be to continue to specify policy for occupational education in a way which consciously avoids taking full advantage of tools which are likely to contribute to better policy. It is absurd to expect that improving the policy making process for occupational education at the national level is going to be anything but painful progress, occurring one step at a time. It is folly to expect that something other than a process which allows for shared and interactive development between policy maker and evaluation researcher is going to amount to very much. It hasn't in the past, and there is no reason to believe why it should in the future.

STATEMENT OF DR. WILLIAM G. CONROY, JR., ASSOCIATE PROFESSOR, LOWELL INSTITUTE OF TECHNOLOGY, MASSACHUSETTS

Dr. CONROY. Thank you very much, Mr. Chairman.

Members of the committee, on the assumption that those documents which I delivered to room B-346 are in the record, let me just briefly summarize to you that statement.

I believe that the vocational education amendments as proposed for 1975 provide the capability to go in for manpower development of occupational education, whatever the funding agency might be, whether it be CETA or occupational education that occurs under the proposed amendments of 1975.

I think that the essence of my recommendation is this: The Federal Government has invested over the last 15 or 20 years millions of dollars in research which provides information about the relationship between jobs and people. Project Talent, which is a national treasure, is a national longitudinal study. The Bureau of Labor Statistics is able to now project occupations by industry and State. All this information is lying around unconnected and unavailable to the policymaker when he is making policy. It doesn't have to be this way. If you decide that part of the planning process is to plan for better planning in the future by harnessing recent developments of computer scientists you can then organize together these now disparate data bases so they can be accessed simultaneously from the same computer terminal. That is not a lot of technical jargon. That is just reality. This data base, that is, labor demand data, an enormous hunk of information from Project Talent, which is documented in a generation of career growth and is simply unmined gold in terms of describing what happens to people, the relationships between school and work. These data can be at your fingertips in 6 or 8 months and I would think they would provide enormous enlightenment in the policymaking process. All this is documented in my formal submissions.

I suggest strongly that you consider as a part of planning for specific kinds of programs down the road for several years that you also decide to improve the planning process.

I notice that there is loads of information lying around that is not connected to get it to the policymaker when he is making policy.

I would think that policy would be more enlightened and better if one planned to use that knowledge for planning in the future, that knowledge which exists now.

I will be delighted to respond to any questions.

Chairman PERKINS. I think you are 100 percent right. We should utilize knowledge presently available that we are not now using.

Dr. CONROY. May I ask you a question?

Chairman PERKINS. Yes, sir.

Dr. CONROY. Why aren't you?

Chairman PERKINS. Let me state that we don't administer the program. Perhaps you are as much at fault as the Congress by not being able to sell it at the local level. It is just one of those things. We have the know-how. Hitler learned knowledge about coal during World War II. Why aren't we utilizing that knowledge? It is difficult to sell. You are as much responsible in your position to sell it as the Congress. We get your ideas and we write the law. We write the best laws that we can possibly write. But we do not administer those laws. That is the answer to your question.

Dr. CONROY. Thank you.

Dr. LEE. Mr. Chairman?

Chairman PERKINS. Yes?

Dr. LEE. May I comment on a couple of problems that I think this subcommittee could——

Chairman PERKINS. I would hope we could put something in this bill that will bring about an answer to your question. Why aren't we utilizing that knowledge? It is on the shelf. But we are not presently utilizing it.

Dr. CONROY. Is it possible for men to respond briefly.

Chairman PERKINS. Yes. We need all the assistance we can get.

Dr. CONROY. It seems to me that it is human folly that perhaps fundamentally—people tend to operate on the idea that we plan now, but somehow it is not in our best interest for some reason to anticipate that the plans we now make, might a year from now not be solid. Somehow if we take the position and say, "Look, this is our best guess now. But 2 years from now we are not so sure that that is going to work out."

So I think, as people, we tend to not want to be as open as we ought to be. I suspect if we were less dogmatic, if we understood that "change" is really another word for "progress" or that "progress" and "change" are pretty much the same sort of thing, then I think we could open ourselves up to using knowledge as a way of correcting the course of progress over time.

But I think there is a certain tendency that we have to want to avoid new knowledge because it is frequently threatening. Anyway I would just conclude by saying that you do have the technology and the capability now to make available to planners in the future millions of dollars worth of research knowledge which would greatly enlighten the likelihood of delivering the services that you feel need to be delivered in future time.

Mr. QUIE. Go ahead, Art.

Dr. LEE. I would like to comment on two or three problems that I would like to have this subcommittee consider in forming the new legislation. One is the matter of nonuniform information. As I pointed out in my statement and as we have noted in our baseline reports, the members of vocational education, students for example, are reporting in California, in Arizona and many other States, represents every student enrolled in any kind of a class, at any grade level, while a number of vocational education students reported by Pennsylvania or Ohio or New York, represents only those students who are enrolled in a sequence of courses constituting a program. This is only one example throughout the reporting of vocational education data by the States. We don't have uniformity. This is one of the reasons, I think, that we do not know more than we do about vocational education.

I think there should be some kind of legislation to not establish rigid definitions but to provide a framework within which the definition of vocational education of handicapped, disadvantaged, postsecondary, adult, would be determined individually by each State. I have made some recommendations in my statement based on 2 years of work that we have been doing with the State directors toward an acceptable consensus of what these terms should mean.

Another problem and a very real one is that the reason we have no more national data about vocational education than we do is that the Office of Education doesn't require the States to report more than what they are now reporting. This isn't all the Office of Education's fault. In fact to a considerable extent the fault lies with the Office of Management and Budget. The Office of Management and Budget approves the data collection forms that any of the Federal agencies use in collecting data from citizens and State governments. This is a necessary function that the OMB performs. However, I am suggesting in my statement that we modify this function somewhat, to allow the State agencies to have responsibility given to them by Congress, to collect certain data, and allow them to have an opportunity to meet with the Office of Management and Budget and a third party, designated by the chairman of the Senate and House subcommittees, responsible for the legislation that they have to have data to determine if OMB should in fact disallow them to collect it. These actions would help. There is one more.

In the 1974 educational amendments, Congress increased the authority, the scope, the responsibility, of the National Center of Educational Statistics. One of the the authorizations gave the NCES to assess the State and local school districts in improving and automating their information systems.

I would suggest that the subcommittee consider actually authorizing a dollar amount per student, for example for States to assist the local school districts in the automation of their data systems. These are some of the recommendations I am making to this subcommittee toward solving some of their problems that exist in the States, and that exist for the Office of Education and the National Advisory Council on Vocational Education, in knowing just what is going on in vocational education.

Mr. Quie. Dr. Conroy, you have an intriguing statement here.

Dr. Conroy. Thank you.

Mr. Quie. It encourages me. I look at policymakers I guess on at least four levels because the Office of Education, Congress, the State board, whatever that single agency is in the State, and whoever is planning it on the local level.

When you talk about the use of the information that we have for planning, are you talking about all four levels?

Dr. Conroy. Yes.

Mr. Quie. Then I would like to ask you, Mr. McHenry, what your reaction is to Dr. Conroy's statement, because you are at the State level. Secondly, what benefit has Project Talent, Project Baseline, the National Assessment for Educational Progress, the BLS information, and the Bureau of Census information been to you?

Mr. McHenry. I totally agree. I firmly believe that any manager or administrator if given enough information is going to make the right kind of decision. I think this is what we do in decisionmaking. We try to bombard ourselves with all the facts and then the decision tends to make itself. The problems seems to be in getting all of that information together at the right time when a decision has to be made. If we could do that we could solve just about every kind of decision that ever had to be made.

More specifically as relates to your question, our information system is still developing. We recognize that. We need to learn as much as we could about the supply side of the supply-demand model. It has taken us a good number of years just to pull together within one State all of the different occupational educational training activities because they are fragmented. This is one of the big problems. There is no real central source for all kinds of training activities either on the State level or on the Federal level.

We have a lot of different agencies all training people for jobs, I guess. One of the things we have been attempting to do is to pull together all that kind of information from all different kinds of agencies. We have even stretched beyond the areas that we can control, if I can put that in quotes. We have had a good deal of success with those agencies.

Project Baseline, I think, has provided a valuable service nationwide if for no other reason than to point out some of the inadequacies that the State and Federal governments have had that have existed. I have some problem with that kind of data simply because—I don't say this critically of Dr. Lee and his efforts—we in Pennsylvania sometimes suffer because of the kinds of reports that come out. Our Economic Development Council in the department of commerce for example came to me with what I thought was a very important question. They wanted to know why one State could have many more vocational education enrollments than did Pennsylvania with approximately half of our population.

So I prepared for them a report not only on that particular State but all the States in our area. When I got the data that was reported and available in official informal reports to USOE and weeded out and tried to uniform that data I found some remarkable kinds of things.

One State for example that had reported over 600,000 total secondary enrollments in vocational education, when I weeded out enrollments below grade 9 because I really feel that good occupational training can't go on below that period and is an exploration level, and when I weeded out home economics, which was discussed earlier this morning, we found that only 55 percent of those total enrollments were actually skill development enrollments in areas of technology, trade, industrial education, distributive education, business ed, and so on.

So uniformity has a lot to do with it. Dr. Lee attempted to bring this kind of thing to our attention. I am not familiar with Project Talent. Perhaps I should be. Maybe I need to know more about it. I am not sure whether it is a national concern or whether it is something that is specifically Massachusetts.

Dr. Conr[illegible]. It is a national sample of 440,000 students.

Mr. Mc[illegible]enry. I would be very interested in examining that kind of information as well as the other information that comes to us. If it cannot be geared directly into our automated systems; certainly it is considered in any kind of major decision that we do make.

One thing I might say, Mr. Congressman, is that there is so much information that comes in that it is very difficult sometimes to make all of it available to you, as I said earlier, at the right time in order to make certain kinds of decisions. It is one horrendous task without having some kind of centralized master or total system. I am not aware of any such thing at this time.

Mr. Quie. Let me give you my reactions and see what you have to say, any of the three of you, to the information that is available to us. My feeling is that the Department of Labor gives much more useful information than we ever got out of the Center for Educational Statistics and the same thing is true looking at Minnesota's Manpower Council. The report they gave leads to much more useful information than I get out of the Advisory Council on Vocational Education or the Higher Education Coordinating Council, for example.

When I looked at Project Talent, which I asked one of my staff people to get to me, it was that thick. When I look at Project Baseline I don't find there all the information I need. When I pick up the NCS booklet they don't have what I want. When I pick up the National Assessment for Educational Progress it takes four quadrants of the country so I get sort of a general idea of how they are faring over there and over there. But we don't know what Pennsylvania is doing. So it isn't that valuable to me.

Then, since we are involved in all other kinds of educational legislation we have to pull all that together to effect our policies here in the committee. You come in and make your decision on what biases you have developed over the years and try to hone them with a little additional information.

But the GAO report got a lot of attention. It shook a lot of people up. They didn't deal with the whole Nation. But they zeroed in on a few places. A few people felt guilty, judging from the kinds of letters and information I got, trying to show me that it wasn't really that bad. The education community was shook up about it. Maybe it is something that is necessary.

But I would say that the GAO report will have more influence on action taken in this committee than all the other ones put together, which is unfortunate, because when you look at the job done on the other ones they are so far superior to what GAO did it isn't even the same ballpark. But it kind of gives you an idea of what I am talking about here, trying to get the policymakers' attention.

I guess I would ask you, Dr. CONROY, first—maybe I ought to ask a question because it has got to do with Pennsylvania. From what you have suggested. Project Talent is available and Mr. McHenry isn't aware of it. I don't mean to pick on Mr. McHenry. But on Project Talent the information isn't something that is readily recognizable by anybody in the State. It could be useful to him.

Mr. MCHENRY. I can only say as I said earlier, that there is just so much information available. My office is just loaded with shelves of all kinds, management systems, data planning for vocational education. Our staffing is limited. There is no question about that. You are looking at "Mr. Planning" in Pennsylvania for vocational education. So you do the best you can with the information that seems to pop out to you. There is no question about that. I agree with you.

I would like to say one word about the GAO report. If the subcommittee is going to view that report with perhaps more emphasis than some other kinds of things that are available, I think this is very unfortunate.

I know you are getting all kinds of reactions and responses to the GAO report. The GAO report got attention I think because it was an exposé kind of thing. I am really disappointed at GAO's efforts in their report, because I had always felt that they had done a much better job in the past. Much of what they said was not supported by fact. Much of the things they said was twisted in many ways. I would challenge then and as a matter of fact I have in writing to produce things to back up the major headlines that came out of the report. I think it was very unfortunate and very damaging to vocational education and totally unwarranted by the evidence.

They would make a headline statement on one thing that they may find in one State and even then to a lesser degree. It is a very inadequate report, no question. I would be happy to spend a lot of time talking about it. I do know this: the States, many of them—and I criticized USOE on this, too—they took an attitude, "Well, OK, we have to do something about this," without really analyzing and taking a good look at what the report said and the evidence that supported it. I think they overreacted very prematurely, out of a sense of—I don't know if it would be "guilt," as you said. But we need to do something, because of the GAO report, seems to be the attitude.

I think there is very little evidence there to support what is in headlines. You may have found the same thing.

Dr. CONROY. Could you repeat your question? I sort of lost it with the response.

Mr. QUIE. What I was talking about is that all these other reports and information are not readily usable by ourselves because of the time factor involved and the voluminous amount. It doesn't seem to zero in on the problems for each quadrant of the Nation. And I mentioned the GAO report, that it did get people's attention, and I mentioned that it will have more impact. I don't know which way Congress is going to go. But it will have more impact on this legislation than any other ones we have mentioned, even the ones that are more readily usable as information from Census and Bureau of Labor statistics.

Dr. CONROY. If I am not answering your question I am sure you will let me continue. I think the first conclusion that I draw from this dialog is that one ought to be enormously stingy about imposing on harrassed and overworked school personnel the responsibility of generating more information until there is an explicit policy or need for that information. I think the ship is sinking with so much of a load of information that the person who has to pull together policy just doesn't know where to go. I think that is a problem.

I think there are factories full of people who run out and gather information without thinking beyond that form or that specific kind of need. So I think we ought to be careful not to continue in that direction.

The only kind of response I can make myself that makes sense is let us learn to use the information we have now before we charge off on data-gathering forays, the outcomes of which in our own minds are uncertain.

I feel strongly that the data bases that are suggested in my testimony, when gathered together in a single computer system and with some sort of a forecast modeling capability, can provide an ontime, very powerful information base to better estimate what might happen in future time as a result of something we do in current time.

I think that until we experiment with ways of using information for planning, how dare we force a reporting or an enormously complex reporting system on the human being's precious time. That is the way my thinking takes me in terms of using numerical data as a way of improving services, in this case occupational education.

Mr. Quie. Let me hear from you.

Dr. Lee. I would agree with him completely. I think we have the technology to make it possible to gather a great deal more data. If we had a completely automated recordkeeping system in every public school, the data that are needed for State management information systems and the data that are needed by the Congress and the Office of Education, these could simply be copied by computer from the records themselves and the privacy of information could be absolutely maintained at the local level and we would have these data in a timely and flexible way that would be extremely valuable. I think we are capable of doing it and I think we should do it. I think we can do it in another 5 years.

I do think it would require some action by Congress to assist the States and perhaps even to insist that the States do complete their catching up with technology.

I would like to comment on Mr. McHenry's system. If every State had what Pennsylvania has now in the way of vocational education information fully automated, then Congress would have the kind of information at your fingertips that you don't have now and that the GAO report pointed out that we don't have.

Mr. Quie. Dr. Conroy, a couple of questions.

Dr. Conroy. Yes, sir?

Mr. Quie. In your recommendation you say—

> The only information policymakers seem to be able to get is the final report, which almost always arrives after the question has been forgotten. It appears the policymakers have almost been conditioned to delegate policymaking processes to the summary section of the notorious final report as opposed to allowing themselves to reason with the data described.

That goes back to the relationship that you indicated is lacking in some statistical information. Looking at the "National Assessment

For Educational Progress" you see the summary but when you try to go back into the data they provide we then can't find it close enough to where it seems to do any good. I don't know if that same thing is true in Project Talent or not. But I would say the same thing about Project Baseline. I look at the end of this and see some of the interrelatedness. Is it possible for a person to develop a capability and fit into a terminal so that you can then through that mechanism retrieve the information and put it together in a way that you can use it for planning?

Dr. Conroy. Yes, within a very short period of time.

Mr. Quie. Of the planners that I have mentioned, I know we don't have that capability here in Congress, although we have got a computer at the Library of Congress. I don't know if it is sophisticated or not, but I doubt it. How about the others? The U.S. Office of Education? The State departments? Local schools? To what extent are they using that sophisticated computer program? To what extent is it available at the local school?

Dr. Conroy. The state of the art is sort of appalling. In fact one of the things that Project Baseline has done that I salute is to make it very clear in its report that there is good information available, for example, in Project Talent. I think it is better to speak in specifics rather than in abstracts or generalities. In Project Talent you can now look at people who have been out 11 years, who are secretaries or machinists or lawyers or whatever. They set it up with 440,000 students. Before these students were in high school, when they were entering as freshmen, they were given a comprehensive battery of tests, a psychological profile.

Now they are successful machinists, let us say, so that from this data we can look at all the information about what a successful machinist might look like as a freshman in high school. If I were a high school freshman, I would sure like to know my chances of succeeding as a machinist before I invested 3 years of my life to learn to become a machinist.

If I were a government planner, if I knew both manpower demand and the likelihood of a target group to become successful planners, it seems to me I would be likely to make better policy.

Project Talent has the capability of providing estimates of that information. I use the word "estimates" because it seems that people want absolutely clear answers. They want to go from zero to 100 overnight. That ain't the way it goes. Incremental growth is the way, I think, learning occurs, or as a colleague of mine says, "hierarchial restructuring."

Let us take the next step and use the information we have. Only then will we be restructured in a way that we know where the next step should be.

So therefore I respond that harnessing these data together in a single system and learning how to use these data before we impose enormous recording responsibilities is, I would think, the rational human way to proceed, if that is an answer.

Mr. Quie. It comes close. Let me try it from another approach. I have a feeling that one of the reasons why we pass legislation is to make certain that money keeps coming where it was going before and then make some slight changes. When you get to the local school there is a tendency to keep programs going. When you look at the capability of certain types of students, there isn't enough consideration given to even the jobs that are available out there. You want to keep the teachers. So you want to find students who will fit there into those classes to keep them going. How do we ever overcome that human dilemma?

Dr. Conroy. That is the business of allowing ourselves to take a chance with things new, which is indeed difficult. The infrastructure has a tendency to want to protect itself and maintain itself, which is I suppose very human. I don't think people do it out of malice or anything like that. I simply think that if reliable information were available that allowed people to trust it and in a way that allowed people to learn to think with it then we might be more willing to take a chance with an unknown future.

After all, we ask our students to take an enormous chance, to invest themselves in a program. I think the State superintendent of California just did a marvelous job of verbalizing that. I guess my response is that the thing I am arguing for is for the planning process to take a chance with itself in terms of using empirical data in a way that educational researchers don't allow them to do it. They want only to have a final report and say "go this way or go that way."

So we have got four final reports. Do you flip a coin? Do you take the person whose credentials are most solid? Boston University? If the policymaking constituency had an opportunity to reason with the data, to be able to assess the information themselves, they would be much more enlightened. I think it is a question of harnessing technology that now exists.

I would argue that the same data base that is available at the Federal level ought to be with a local telephone call and an $85 terminal it can be available at the State level. I would say "crawl before you walk." Get a few data bases organized and try it out. Dealing with people who have had that experience, I think they are then ready for the next step, whatever it might be.

Mr. Quie. Is the information that a researcher provides supposedly to back up that final report, is that usable by the planners now? Or are you also encouraging the researcher to provide the data in a way that the planners can use it as well as not just feeding a final report?

Dr. Conroy. Right. What I am recommending is what is commonly called in the jargon phrases as "secondary analysis of previously collected data." To collect data to do a followup study for 40,000 students; that is a tough job. I am just using Talent now which I think is the best secondary data base in America. You say, "I don't want all that data. I just want some of it." So you would cut, for example, for occupational education. You would want the labor market performance data of the students at 1, 5, and 11 years and so on, what jobs they held, earnings, months of employment, that sort of thing.

This is demonstrated on page 17. You do that with each of the data bases that I recommend. Then you would be dealing with limited data for each of the data sets.

So, yes, the answer to your question is indeed, yes. You want to get beyond the conclusions of the researcher. You want to allow yourselves and others to be able to get to the information and draw your own conclusions. That is the difference between getting the data and getting that final report.

The other essential thing is that you can combine together in the same terminal and the same system, manpower demand data, career pattern data. There is useful information out of the national assessment project, although very limited in my judgment, the national longitudinal study, and so on. You can pool those information sets together so they are available at one time. That is an enormous step forward, I believe. I would love to mess with that data and advise you on the basis and myself on the basis of that. But I can't do it because it just isn't organized. I think it is a restructuring problem.

Dr. LEE. I think that is very important. There is one thing we have to realize though. Each of these programs is collecting data from the past. It is extremely valuable to have this data. But, when Project Talent began, a lot of additional programs that we have now hadn't even begun, and many of the methodologies and the program itself in vocational education has undergone vast changes since then. So it is really not quite enough to be able to say that a person with certain assessed characteristics when he entered a program would be the characteristics a person would need to enter the program because the same doesn't exist. I don't say that by way of criticism. But I am saying we need to keep up with the data in vocational education. We have relied on a reporting system that has not been adequate. The Office of Education knows it. The Congress knows it. The States know it. I think we have got to make substantial improvements in the reporting system. I think we can do this with the technology that exists. I would like to see the subcommittee give consideration to this matter.

Dr. CONROY. May I make a comment to that?

Mr. QUIE. Yes.

Dr. CONROY. I believe what you say about the obsolescence perhaps of data, except that I would caution you and myself and others that let us not update except on a sample basis. I think we have to be extremely careful about collecting too much data that we simply don't have use for. So if we are going to update data before we learn how to use data in the planning process for education, I suggest that we be extremely careful about not overly collecting data. Let us take a small sample of data and use that.

Dr. LEE. I would agree with that. Except that I think we have got to have a small sample in each State, a sample that is adequate to be representative of the population in each State.

We found if nothing else from Project Baseline that there are great variations among the States. This is one of the reasons that Congress is considering legislation now to determine what needs to be done to assist States. The assistance may vary widely from State to State, as the problems vary widely from State to State.

Mr. QUIE. How is Massachusetts doing in their planning, and in using the data information?

Dr. CONROY. It is more difficult to be "a prophet in your own land" than in someone else's. But they are slowly struggling with implementation and mounting data on interactive computer systems with a study now going on. But it is a struggle everywhere. The idea of having data from which they can draw conclusions is not a popular notion everywhere.

Dr. Lee. We are in complete agreement on this. This is one of the things I have been pleading for in my appearances before the Office of Education and committees of Congress, that we do have the capability for making the data available to you in a way that you can then make your own decisions. We can give you the flexibility of commanding whatever data you need at any given time for any particular purpose.

As it is now what you are getting are the screenings of the executive and administrative agencies. You are getting what they want you to have.

Mr. Quie. If the people in Pennsylvania wanted to do their plan the way you suggest, Dr. Conroy, where could they go to see it done well?

Dr. Conroy. To see an interactive computer capability operating? Not in occupational education?

Mr. Quie. No. In occupational education.

Dr. Conroy. In occupational education we could do a demonstration for them in Massachusetts. But not with real data. But we could do a demonstration for them on an interactive computer.

I would say the military is really miles ahead. At the Department of Defense there is a Colonel Adams who is completing development with MIT of an interactive system which is a generation before the one that we are operating on. If one wants to see the way the technology operates, he is the man to see.

Mr. Quie. I was wondering if you would direct us to the military because I think that they are far advanced in the utilization.

Dr. Conroy. They are just used to change. They are willing to take a chance with change because of their environment.

Mr. Quie. In your table on page 20 you have in your report—for instance I see in the "student data" you have listed States collecting more data than required by OE, and since Wilson Riles was just in here I wanted to see how California was doing. I see them listed as a State that is supplying more data than is required by OE

Then it says "States collecting data by OE code for purpose of enrollment" and by sex and so forth. I think California isn't listed on any of them. The same thing comes true when you talk about the program data. California is listed as supplying more data than required. But it is not listed in the seven categories.

In the professional personnel data California is not one of those which is requiring more data than required by OE. But it is requiring some others.

Dr. Lee. California does not have an individualized data collection system. They are getting some data that I haven't included in my other questions since these are data that I have identified as being apparently needed for the Office of Education to know if the law is being carried out for accountability.

There are States as you can see that are listed here that are now supplying information but do not know anything about their vocational education students other than what the Federal forms contain and the way they get that information in most of those cases is to send copies of the forms to the school districts and have them fill in. Then they add them up and they go to the State agency. There is some data which is filled in, if it is filled in, by the State agency and is not collected at all. They are just sheer estimates.

Mr. Quie. Take for instance student data of those 23 questions he asked, information categories. Are all of these not required by USOE of the States? Individuals? By sex?

Dr. Lee. None of these are required by the Office of Education.

Mr. Quie. They are not?

Dr. Lee. They are not. No.

Mr. Quie. And these are the few States in some categories where they ask those questions. So the information you are trying to secure, it seems to me like it is a bit difficult.

Dr. Lee. Very difficult. We do report partial tables. Maybe there are 10 States or 15 States that collect the same data. We report those. But obviously it is not national data.

Mr. Quie. When you go to page 16 and indicate what we don't know for instance about disadvantaged and so on, how do you get the total numbers if you don't have the information from individual States?

Dr. Lee. You can only get it if, as in the case of the State of Ohio, they require every classroom teacher to report the disadvantaged and handicapped in each class. They don't get individual student data. But they get class data. And they can get that.

Mr. Quie. When you say you have national data, are you saying you actually have totals for the Nation in each of these categories that you list?

Dr. Lee. For national data on handicapped, we don't have this based on individual data. In many States you simply have a State total of handicapped and disadvantaged students and their State totals are based on, in most cases, or are supposed to be based on local school district reports.

Mr. Quie. Right now the Bureau of Education for the Handicapped, going on their figures, an agency of the U.S. Office of Education, how do you account for them being so far apart from your information? Is y[illegible]formation more correct than theirs?

Dr. Lee. I do[illegible]k our information is very accurate at all on the disadvantaged and handicapped. We have the problem of definition for one thing. While the definition is spelled out in the law, the States find it difficult to apply the definition. So some States—not the States but the local schools—in Oklahoma, for instance, I have talked with people there and they say that there are a lot of people in Oklahoma schools who resent being identified as "disadvantaged" simply because they fall within a certain category of income. They will resist being reported. So in many cases they are not reported.

We do not have a national uniform reporting of this data at all. There is another problem really. I think it is that we are simply not getting individual students. Totals represent one thing in one State and they represent another thing in another State.

Mr. Quie. The National Center for Educational Progress does its own survey, scientific surveys. I don't mean large numbers, the way the Harris poll operates.

Dr. Lee. I would go along with that in individual States. In fact we are very much in favor of moving in this direction.

Mr. Quie. Did you utilize that system at all in Project Baseline?

Dr. Lee. The survey techniques?

Mr. QUIE. Yes.

Dr. LEE. No. Not at this time.

Mr. QUIE. Dr. Conroy?

Dr. CONROY. For information I think you might want to know that you want to be careful with the National Assessment project in terms of its goals. The unit analysis is not a student. It is an item. Let me explain. An item like how many students can multiply 9 times 6 and get 54, that data is not connected to a student. It says 84 percent of 17-year-olds can do that. So that is one kind of design, called matrix sampling. Another design is the count design. You have to be careful when you deal with National Assessment data, because they are like snapshots at periods of time, as opposed to connecting the data longitudinally. It is much more limited from a policymaking perspective. I just make that point for the record.

Mr. QUIE. But the system can have some value.

Dr. CONROY. Yes. There are others. The COD battery is technically extremely sound. It assesses occupational knowledge and attitudes of adults, 17-year-olds and 9-year-olds and for career guidance. I would suggest cutting out of that data base as a working tape. The rest might not be particularly valuable.

Mr. QUIE. Thank you very much, all of you, for your good testimony this morning.

[Whereupon, at 12:15 p.m. the subcommittee adjourned, to reconvene at the call of the Chair.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF RICHARD E. MANDEVILLE, EDUCATION CONSULTANT, PROJECT ANALYSIS AND DEVELOPMENT, STATE DEPARTMENT OF EDUCATION, CONCORD, N.H.

Mr. Chairman and members of the House Subcommittee, my name is Richard E. Mandeville and I am an Education Consultant for Project Analysis and Development. I work for the Post-Secondary Education Division of the New Hampshire State Department of Education.

I welcome this opportunity to testify on vocational and occupational education and thank you for the invitation.

My testimony is on behalf of the Post-Secondary Education Division of the New Hampshire State Department of Education which represents seven 2-year public postsecondary institutions: New Hampshire Technical Institute, Concord: New Hampshire Vocational-Technical Colleges in Berlin, Claremont, Laconia, Manchester, Nashua, Portsmouth.

The Technical Institute and the Colleges serve 3,282 full-time equivalent degree and certificate students plus nearly 10,000 credit and non-credit students in the extension division of the Institute and Colleges.

The New Hampshire Technical Institute/New Hampshire Vocational-Technical Colleges system is somewhat unique in that nearly 100% of our students are enrolled in vocational-technical programs.

SECTION I. FUNDING OF POST-SECONDARY OCCUPATIONAL EDUCATION

The Vocational Education Act of 1963 is a piece of landmark legislation, one that broke with many of the traditions of the past. The legislation has provided extraordinary opportunities for those in vocational-technical education to transform old programs and to create new programs to meet the needs of contemporary students.

Initially the tone and structure of the law made it difficult for post-secondary 2 year institutions to participate fully in the development and expansion of vocational-technical education. Funding of post-secondary programs under the 1963 law was difficult to procure due to the language of the law and a seeming reluctance on the part of vocational educators to recognize the major contributions made by post-secondary 2 year institutions in the field of occupational education. The congressional intent, as I interpret it, was to place funding priorities on the merit of programs, not the level of institution in which the programs were located. In practice, this was a laudable goal, but it has worked rather poorly. In a very practical sense, these funds are still largely directed to institutions, in large measure secondary schools, while 2 year colleges and technical institutes with eligible programs rarely receive the financial support that was intended by the Vocational Education Act of 1963. The following chart is indicative of the scope of the problem in New Hampshire.

ALLOCATION OF FEDERAL FUNDS—VOCATIONAL EDUCATION ACT

Categorize funds	Total allocation	NHTI/NHVTC Share	Percent
Fiscal year 1975:			
1. Cooperative education	$241, 800	$4, 600	1. 9
2. Consumer homemaking	68, 020		
3. Disadvantaged	261, 750	12, 500	4. 7
4. Handicapped	133, 850	4, 000	2. 98
Total	705, 420	21, 100	2. 99
Fiscal year 1976:			
1. Cooperative education	239, 900	6, 600	2. 7
2. Consumer homemaking	68, 000		
3. Disadvantaged	189, 900	11, 400	6. 0
4. Handicapped	122, 400	4, 000	3. 2
Total	620, 200	22, 000	3. 5

The 1968 Amendments to the Vocational Education Act broadened the meaning of vocational education to bring it more in tune with the realities of preparation for employment at less than the bachelor's degree level. Some of the Amendments of '68 provided for a 15% set-aside for postsecondary. The set-aside helped to alleviate the inequities in the distribution of funds to postsecondary but in many states it has been a grudging 15%.

The impact, in terms of quantity and quality, of postsecondary occupational education could not easily have been foreseen in 1968 and even less so in 1963. It has been shown in other testimony before the committee that postsecondary occupational education has achieved results unheard of in the history of occupational education.

In the State of New Hampshire enrollment in the New Hampshire Technical Institute and the New Hampshire Vocational-Technical Colleges has increased more than 5 times over its 1964 total of 406. Total enrollment in the Fall of 1974 was 2,188.

CHART NO. 1.—*Fall day school enrollment*

Year	*Grand total*
1974–75	2, 188
1973–74	1, 795
1972–73	1, 706
1971–72	1, 660
1970–71	1, 470
1969–70	1, 283
1968–69	1, 210
1967–68	930
1966–67	833
1965–66	645
1964–65	406

Evening school enrollments have increased more than nine times over the 1967 enrollment growing from 540 in 1967 to 3,403 in 1974 for the fall term alone. The institute/college system conducts 3 evening school terms annually.

CHART No. 2.—*Fall term evening school enrollment*

Year	*Grand total*
1974	3,403
1973	2,968
1972	2,031
1971	1,222
1970	1,064
1969	777
1968	658
1967	540

In 1966, there were 4 institutions in the system. Two of these had been in operation less than 2 years. In 1975 there are 7 institutions, the youngest opened its doors in the fall of 1970. In 1966 there were 15 programs offered in 4 institutions as part of the day school. In 1974 there were 38 programs with 7 new programs scheduled to open on or before September of 1976. Evening school programs numbered nearly 250 in 1974.

In FY 1966 the State of New Hampshire supplied less than $1.1 million for the system and in FY 1975 that amount has grown in excess of $4.3 million.

Research has been conducted indicating that occupational skills which are acquired in 2 year post-secondary institutions pay off better than those obtained in high school. There is considerable evidence that both vocational and non-vocational high school graduates benefit from going on to 2 year post-secondary occupational programs. Two-year college courses are generally more responsive than secondary school courses to the labor market, operate at a higher level, and are relatively scarce for occupations requiring post-secondary, but less than college training.

The New Hampshire Vocational Technical Colleges and New Hampshire Technical Institute have maintained an excellent placement record for their graduates. In 1974, a difficult economic year, only 4% of the graduating class was seeking employment in September (see Appendix). In fact, 89% of the graduates reported full-time employment. Of all the graduates employed full time, 77% worked in New Hampshire and 83% commuted to work from their home town. Average entry job salaries by job categories were higher than the 1973 averages by an average 7%. It is estimated that all graduates employed full time will have a total gross dollar earning power in excess of $3,500,000 during their first year of employment. The New Hampshire Vocational Technical Colleges and New Hampshire Technical Institute have gotten the job done.

Much has been said about the issue of "Sole State Agency" requirement in the present legislation. American Association of Community and Junior Colleges opposes the concept in favor of a system which would be more sympathetic or cognizant of two year college occupational education needs. The American Vocational Association supports the sole state agency concept. They support an agency or state board with the capability and flexibility to develop policy for vocational education that would govern programs and distribution of funds for all facets of vocational education in the State.

To a certain extent, there seems to be no reconciliation of the views of the American Association of Community and Junior Colleges and the American Vocational Association in this matter. Both points of view have some credits and some debits. It is necessary that two-year colleges be more adequately recognized as efficient delivery systems for occupational education. The question is: Is the sole State agency concept to blame for lack of recognition of two-year colleges in the law? Is a dual State agency the answer or is there a less extreme, equally effectual answer? My view is that there is indeed an answer that would not change the sole State agency requirement. That answer lies in the tone and structure of the law. The new law should be so structured that two-year colleges will be recognized as effective delivery systems for occupational education. The law should contain appropriate technical language and amendments designed to recognize the substantial role and contributions of two year occupational educational colleges and to provide them with an adequate and equitable share of federal monies.

Recommendation No. 1.—That Congress establish a set-aside requirement for postsecondary occupational education of no less than 30% of all Part B money.

Recommendation No. 2.—That Congress establish a set-aside requirement for postsecondary occupational education of no less than 20% of all money under Parts C, D, E, F, G, I and 25% of all money under Title II Vocational Education

Leadership and Professional Development Amendment of Higher Education Act of 1965.

SECTION II ARTICULATION

Elementary Schools, high schools and postsecondary institutions have developed as relatively self-contained systems. It has come to appear normal and natural that education be classified as elementary, secondary and postsecondary (or higher education). Countless practices and traditions are based upon and reinforce these divisions. Different credentials and background are required for teachers in all three sectors; funding patterns and strategies differ; completion of one is generally required for entry into the other. Major differences in teaching style and methodology generally characterize the three levels.

Although many factors tend to crystallize secondary education and postsecondary education in their own areas, the two systems often interact. The secondary schools directly supply postsecondary education with a large number of its students. Postsecondary institutions in turn prepare virtually all the professional personnel in secondary schools; curriculum and administration materials used in secondary schools are often prepared by postsecondary personnel; high school counselors, usually, but not always effectively, constitute a formal professional linkage between the two secors of education and college admission personnel.

There is ample evidence that secondary and postsecondary systems of education both interface and conflict on many levels. Some of this interface and conflict is necessary because of the nature of secondary and postsecondary education. However, some of the conflicts are unnecessary and dysfunctional as they effect the student. The basic concern throughout the educational spectrum is for students and the maximum development of their potentials.

The American educational system has evolved from a historical separatism as irrational as the sectarian conflicts of today. Unfortunately, contemporary educational thinking has not appropriately progressed to an appreciation of the tragedy and waste of this situation.

Separatism has many faces in education. Separatism of sponsorship whether public or private; separatism by level whether elementary, secondary or postsecondary; separatism by discipline whether vocational, technical or academic.

If the goal of a true educational continuum is a desirable value, then articulation between "separatist elements" must be achieved as soon as possible. Further delay can be disastrous.

Lack of articulation between secondary and postsecondary levels illustrates the naive and misdirected attitudes of society toward education in general. Terminology alone is witness to the fact. When we use the terms elementary, secondary, postsecondary and higher education, we also convey an attitudinal level of status and prestige. These same ambitions of status and prestige continually make themselves felt in labeling, such as: vocational, academic, secondary, college, postsecondary, etc.

Articulation refers to the relationships between, within and among educational programs which are designed to provide a smooth transition for the student from one educational program to another. Articulation would encompass an organizational structure whose component parts fit into each other to form a cohesive system of educational opportunity. Articulation or movement of the student from one program to another can be either horizontal or vertical.

Horizontal articulation includes those relationships between programs, courses or activities which exist at any one educational competency level and provide a coordinated educational program for the student. Vertical articulation refers to those relationships which exist between institutions, programs, courses or activities and provide a coordinated program for a student moving from one educational competency level to the next.

Articulation between secondary vocational educational programs and postsecondary occupational education programs is not taking place nationally and is taking place locally in a haphazard fashion.

Separatism which was the vehicle of establishing identity and strength by the pioneers of vocational and occupational education, has reached the point of diminishing returns. Society, its legislators and professional educators must come to realize that each component unit of the educational system must be in its place, interconnected, and joined to form a true continuum for people. This does not mean the loss of special purpose, mission, or identity of each unit.

It is crucial to education that the integrity of each unit within the educational continuum be maintained. Loss of that integrity would be a far greater problem than a lack of articulation. I would not and could not support an articulation model which would obliterate the distinction between the units of the educational continuum. Elementary must remain elementary, secondary must remain secondary and postsecondary must remain postsecondary. However, the educational delivery system cannot have individual components going in opposite or independent directions without at least mutual interaction and knowledge of each others' goals.

Recommendation No. 3.—That Congress require that articulation be undertaken by all units of vocational, occupational and technical education.

Recommendation No. 4.—That Congress direct the Office of Education to conduct articulation studies and implementation programs with the "discretionary" money allowed the United States Commissioner of Education under Part D of the Act.

SECTION III—ADVISORY COUNCILS

An institution providing vocational/technical education needs an organized mechanism for assuring that its services are acceptable to the clientele and to employers, and for keeping its services current with its clientele's needs and with the needs of the labor market. Public institutions frequently are required by law to have a General Advisory Committee to fulfill this function. In addition, public institutions are normally expected to have Occupational Advisory Committees to assist each program in keeping current with the requirements of the occupation for which it prepares and to assure the acceptability of the program to the clientele.

Whether or not required by law, such committees have been found to be highly desirable and useful to vocational/technical education. It is important that where the committees exist, they be used effectively rather than perfunctorily.

State and National Advisory Councils could play a very important part in the planning process for vocational education. Generally speaking, State advisory councils have demonstrated their ability to serve as a communication linkeage among labor, management, education, business, industry, the public at large, and special interest groups.

To facilitate the planning and operation of occupational education programs at all levels of education, it is necessary that advisory councils represent occupational interests, the interests of the clientele and the interests of the educational concerns with occupational education.

The GAO report entitled "What is the Role of Federal Assistance for Vocational Education"? indicates that not all State Councils have been fully representative. These councils, financed at about $3 million annually, were to be comprised of persons representative of or familiar with needs for occupational education.

In New Hampshire only one member out of 18 on the State Advisory Council on Vocational Education is from a two-year college. Any person connected with our system of 6 Colleges and a technical institute is excluded by a regulation of the United States Office of Education which stipulates that colleges supervised by the same board which supervises the State Advisory Council shall not be represented on the Council. In New Hampshire, this regulation effectively excludes the only extensive postsecondary occupational education delivery system from participation in council activities.

Additionally, the State Advisory Councils have been delegated by the Vocational Education Act in 1968 to perform an oversight role. In fact, their evaluations have been imprecise, unscientific, invalid, and lacking a necessary amount of rigor.

Recommendation No. 5.—That a technical amendment be added to the Act that would mandate full participation and representation by State supported two-year colleges and technical institutes on the National Advisory Councils and State Advisory Councils.

Recommendation No. 6.—That the level of funding for State advisory councils be upgraded to provide adequate financing of precise, scientific, valid and rigorous evaluation and research as directed by the Congress.

In conclusion, I want to thank Congressman Perkins for giving me the opportunity to enter this statement as part of the record. I am sure the Congress will give full consideration to the needs of two-year colleges and the outlined recommendation when drafting the final language to renew the Vocational Education Act. Thank you for the privilege of testifying before your sub-committee.

We will be happy to provide, or attempt to provide, further concrete or philosophical information at your request.

APPENDIX

NEW HAMPSHIRE POST-SECONDARY VOCATIONAL-TECHNICAL EDUCATION SYSTEM STATUS OF JUNE 1974 GRADUATES AS OF SEPT. 30, 1974

Institution	Number of graduates	Employed full-time	Employed part-time	Continuing educztion full-time	Entering service	Seeking employment	Not seeking employment	Status unknown
Technical institute—Concord	158	116	1	19		4	11	7
Vocational-technical colleges:								
Berlin	93	62	6	4	2	7	2	10
Claremont	90	74	1	6		4	5	
Laconia	50	43	1	2		4		
Manchester	93	81		8		2	2	
Nashua	70	60	1	4		1		4
Portsmouth	76	65	3	4		2	2	
Total	630	501	13	[1] 47	2	24	22	21
Percent	100	80	2	7	1	4	3	3

[1] The 47 graduates continuing their education on a full-time basis listed the following collegas where they plan to attend: Boston University, Central Connecticut State College, Concord Hospital, School of Nursing, Keene State College, Lyndon State College, New Hampshire College, New Hampshire Technical Institute, Northeastern University, Notre Dame College, Plymouth State College, Rochester Institute of Technology, University of California, University of Kentucky, University of Lowell, University of Miami, University of New Hampshire, University of West Florida, Virginia Polytechnical Institute, Yale University.

MONTGOMERY COUNTY PUBLIC SCHOOLS,
Rockville, Md., September 19, 1975.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: While the Subcommittee on Elementary, Secondary and Vocational Education is approaching the end of its review of information that will shape the new vocational education legislation, we are writing to express our interest in your important Subcommittee effort, and our desire for the creation of legislation that both permits and encourages the expansion of vocational education along the lines of past success, and the improvement of vocational education in the light of past shortcomings.

As a local citizen's advisory committee concerned with career and vocational education, we have developed, over the past few years, some sensitivity to the need for, and value of, well-conceived and well-developed programs for occupational preparation of all of our students. We recently reviewed the statement and position papers presented to your Subcommittee by the National Federation of Urban-Suburban School Districts and feel that those materials, overall, contain many concepts and proposals that should be embodied in effective legislation. Based on our experience and our interests as a local advisory committee, we would like to underscore the following points:

1. Vocational education is most efficient at the secondary school level, where students can be prepared to begin work "the first time around the educational cycle."

2. Successful vocational programs will require much closer cooperation between public education and the commercial sector; between schools and business and industry. Incentives to encourage business and industry involvement should be considered.

3. All forms of cooperative, work-study programs must be related to the students' educational program, to ensure that work and classroom experience in combination, contribute to learning.

4. There is a need for active involvement of local education agencies in the development of the State Plan for vocational education. An effective State Plan is one in which the interests of the local schools and the community are fairly represented.

5. State advisory councils should be responsible for maintaining communication with local councils and boards of education. This, too, ensures fair representation of local school system and community interests in the direction of vocational education within a state.

6. Funding to stimulate and support the schools' utilization of all community resources—facilities, equipment, and people—should be made available to vocational education programs. Use of community resources is often the only way to ensure that a vocational program is effective. Increased involvement of higher education, business and industry, in the upgrading of vocational teaching and counseling skills should be part of this thrust.

7. Career education should be fully integrated into instructional programs in the schools, and a funding level sufficient to accomplish this should be established.

We hope that the new legislation will reflect these points, and that it will enable our local school systems to improve and expand the vocational programs that are needed by so many students at this time. Their preparation for work, and life, will be affected by this legislation. We recognize the difficult legislative task that the Subcommittee has been engaged in, and we appreciate the effort that has gone into this task. We appreciate, as well your consideration of our concerns ofr tufuereht huhr
concerns for the future of vocational education.

Very truly yours,

MICHAEL W. BROWN,
Chairman, Citizen's Advisory Committee
on Career and Vocational Education.

VOCATIONAL AND OCCUPATIONAL EDUCATION

WEDNESDAY, JUNE 25, 1975

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Lehman, Blouin and Mottl.

Staff members present: John Jennings, counsel; Charles Radcliffe, minority counsel.

Chairman **Perkins**. A quorum is present.

The Republicans have a conference this morning so Congressman Quie and others will not be here. I know that Congressman Quie wanted to be here to hear testimony from the National Advisory Council on Vocational Education.

Today the Subcommittee on Elementary, Secondary, and Vocational Education is continuing its hearings on vocational and occupational education. The purpose of today's hearing is to learn about the good which has resulted from the use of Federal vocational education funds since 1963 and 1968.

Congressman Al Quie requested that we hold this hearing. I agreed with him because we both felt that during our earlier hearings there inevitably occurred a concentration on current problems in the program with consequently too little attention being focused on documenting the good results which have occurred.

Today, our first witness is Dr. William Pierce, Deputy Commissioner for Occupational and Adult Education of the U.S. Office of Education. I think I will ask all of you to come around, Mr. Lowell Burkett, executive director, American Vocational Association; Dr. John E. Tirrell, vice president of governmental affairs from the American Association of Community and Junior Colleges; and Mr. John W. Thiele, Chairman, National Advisory Council on Vocational Education. I also welcome a former colleague and great friend of vocational education, Mr. Roman Pucinski, who is cochairman of the Legislative Committee of the National Advisory Council on Vocational Education.

We will lead off with you, if you want to make some opening remarks, Roman. You just go ahead and introduce Dr. Pierce if you want to.

STATEMENT OF ROMAN PUCINSKI, COCHAIRMAN, LEGISLATIVE COMMITTEE, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. PUCINSKI. Thank you, Mr. Chairman. I am very pleased to be able to be here this morning to give you the positive aspects of the 1963–68 amendments. As you know, I could spend the rest of the day, which I won't, telling you about the good things that vocational education is doing in the country. As I travel around the country as a member of the National Advisory Council I am becoming more and more convinced that the one thing that really does work in America is vocational education.

I think the great hopes that we had in 1968 are now reaching fruition and I think that as today's hearing progresses you will see the wisdom of the Congress in 1963 and 1968 in drafting this legislation.

We read with interest the report of the General Accounting Office. Many of the things that they said we appreciated. But I am pleased that you are holding these hearings to bring forth the positive aspects of the programs because there are enormous advances in education being made through the 1968 amendments that will become more and more clear as we proceed.

Bill Pierce is here. As you know, his position was created under the Occupational Education Act of 1972. Mr. Pierce, of course, is one of the Nation's top advocates of vocational education. I am pleased that he is the leadoff witness today. To give you in sharp perspective what this program is doing around the country you couldn't find a better witness than Bill Pierce to start these hearings off.

STATEMENT OF DR. WILLIAM PIERCE, DEPUTY COMMISSIONER FOR OCCUPATIONAL AND ADULT EDUCATION, U.S. OFFICE OF EDUCATION; ACCOMPANIED BY RICHARD A. HASTINGS, ACTING DEPUTY ASSISTANT SECRETARY FOR LEGISLATION, (EDUCATION) HEW; AND DR. CHARLES BUZZELL, ASSOCIATE COMMISSIONER FOR ADULT, VOCATIONAL, TECHNICAL AND MANPOWER EDUCATION

Dr. PIERCE. Thank you very much, Mr. Pucinski.

Thank you, Mr. Chairman. I am accompanied by Dick Hastings, Acting Deputy Assistant Secretary for Legislation, and Dr. Charles Buzzell, the Associate Commissioner for Adult, Vocational, Technical and Manpower Education.

We welcome the opportunity to appear before this distinguished subcommittee to discuss some of the positive achievements in vocational education accomplished since enactment of the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968. From the vantage point of the Bureau of Occupational and Adult Education we have witnessed tremendous strides forward in providing accessible and relevant education to all individuals desiring to develop skills. As you are aware, the Vocational Education Act of 1963 emphasized flexibility for the States to develop programs designed to serve the needs of individual students. The Vocational Education Amendments of 1968 reinforced and strengthened this concern with skill training programs which were responsive to changing labor market needs.

The 1968 amendments helped the States to meet a variety of student needs. Through the use of part I curriculum funds instructional materials were developed for new and emerging occupations. Through part D demonstration projects more students received an opportunity to explore occupations in depth. Improved guidance services helped students to select the vocational program of their choice. Expanded work-study programs aided more students in attaining the financial means to stay in school while other students received invaluable work experience through distributive and cooperative education programs. Active placement services assisted the vast majority of vocational graduates who were available for employment in locating jobs. Students with special needs, such as the handicapped and disadvantaged, were aided in larger numbers by programs especially designed to meet their needs.

State departments of education were also recipients of the benefits of both the 1963 act and the 1963 amendments. Under the 1968 legislation the States were able to use part C research funds to develop model programs in such areas as needs assessment, planning and evaluation. The quality of both State and local staff and vocational teachers was improved through the inservice programs of the Education Professions Development Act and the inservice activities conducted to familiarize vocational teachers with new curriculum materials developed under part I projects. States were able to increase their capacity to serve students through the use of Federal funds for building instructional facilities and for updating shops and equipment.

To set the scene for this morning's discussion I would like to highlight some of the encouraging trends in enrollments and finance which we have seen unfolding during the last decade as a result of the implementation of the 1963 and 1968 acts.

CONCENTRATING FIRST ON THE ENROLLMENT TRENDS

Total enrollments rose by 149 percent or more than 8 million students from 1965 to 1974 when data were last available. We have seen vocational education grow to more than 13 million students in fiscal 1974.

More specifically secondary enrollments grew by almost 200 percent with more than 8 million students enrolled in 1974 while postsecondary enrollments rose more than 659 percent to reach 1.5 million in the same year.

Adult enrollments showed a 49-percent growth, increasing to more than 3.5 million enrollees in fiscal 1974.

Under the 1968 amendments the number of disadvantaged and handicapped students served in special programs doubled. By fiscal 1974 participants in programs for the disadvantaged number more than 1.6 million while those in programs for the handicapped numbered in excess of 234,000.

Turning to finance, the level of expenditures for vocational education programs has risen at a greater pace than enrollments under the two laws.

Total expenditures, including Federal, State, and local for vocational education increased more than 467 percent from fiscal 1965 to fiscal 1974, exceeding $3.3 billion in fiscal 1974.

Federal expenditures grew by more than 198 percent from fiscal 1965 to fiscal 1974, rising from $156,936,000 in fiscal 1965 to 468 million in 1974.

State and local support of vocational education rose by more than 562 percent during this time. In fiscal 1974 alone State and local communities contributed more than $2.9 billion to vocational education, thus overmatching each Federal dollar with more than $6.

At this time, Mr. Chairman, I will address myself to some of the programmatic gains made under the 1963 and 1968 acts.

Although the goals of vocational education are quite varied, we must be alert to the fact that vocational education's major function is providing students with relevant occupational skills which qualify them for jobs. This is especially true since manpower forecasts project that the demand for skilled workers will be increasing as opposed to the demand for graduates with a liberal arts degree. The 1963 act tried to focus vocational education programs on labor market demands by widening the range of the programs which can be developed to fulfill both the immediate and future manpower needs of local, regional and national scope. Skill training became increasingly accessible as more programs were offered through comprehensive high schools, specialized vocational technical schools, junior and community colleges and public and private 4-year colleges.

The relevancy of vocational programs to the job market has been improved through curriculum projects funded under the part I curriculum program to develop instructional materials for new and emerging occupations. From fiscal 1970 to fiscal 1974 awards totaling $12.4 million were made to fund 105 curriculum projects. Among the priority areas emphasized for the funding of part I projects were the development of instructional materials in such new occupational areas as electromechanical technology, nuclear medical technology, and allied health. Curriculum projects for groups with special needs have been designed for Spanish-surnamed youth, disadvantaged adults, Indians, and other minorities and for individuals in correctional institutions. A measure of the impact of this curriculum development effort is the large numbers of students and teachers being reached through a national network of curriculum management centers. Since the establishment of the centers in 1972 the distribution of curriculum guides has served, by April 1974, more than 2,888,000 students, 89,000 teachers and over 38,000 State staff members.

Many thousands of students have experienced new types of vocational education programs through the more than 1,100 projects funded with the States' share of part C research funds from fiscal 1970 to 1973 and the 245 projects funded with the Federal portion of the research moneys from fiscal 1970 to fiscal 1974. Numerous students of all ages gained valuable career development experience through guidance and career exploration activities in the school-based, employer-based, home-based, and residential-based career education models which were initially funded with vocational research funds. Inschool youth received the benefits of vocational exploration experience, guidance activities, dropout prevention, and other instructional programs designed to meet their needs through the 118 part D demonstration projects which have been funded from fiscal 1970 through fiscal 1974.

Efforts to assist students with improved guidance and counseling services resulted in an increase in total expenditures for these services from a total of $1.4 million in fiscal 1965 to more than $84.6 million in fiscal 1973. To help improve our base of knowledge about vocational guidance 19 projects were funded in fiscal 1974 with research funds.

Additional students have been helped to remain in school through earnings they received through the work-study program.

Chairman PERKINS. I want to interrupt you for just a moment. I understand our distinguished colleague from Iowa, Mr. Blouin, has a wonderful group of young students, vocational students; are they?

Mr. BLOUIN. 4-H.

Chairman PERKINS. 4-H. They know something about farming. I am delighted to yield to my distinguished colleague, Mr. Blouin, at this time.

Mr. BLOUIN. Thank you, Mr. Chairman. I just wanted to acknowledge that this is at times a very confusing process. We appreciate the interest young people do show in it. I thank you for interrupting the proceedings.

Chairman PERKINS. I want to thank you for inviting the group. I think it is wonderful for a class of this type to come to Washington and observe the operation of the Government firsthand. I think it can be one of the most worthy experiences they can possibly obtain.

Go ahead.

Dr. PIERCE. Mr. Chairman, I think it is very appropriate to be interrupted by young people because we know many thousands of young people are involved in recognized youth vocational organizations. The 4-H does not happen to be one of them. But they are an ancillary support group.

When I taught agriculture at Imperial Valley, Calif., the FFA chapter there worked very closely with the 4-H group. So I am delighted to be interrupted by young people in these organized youth groups.

Now if I can remember where I was I will continue. I think I was at the point where I was saying that additional students have been helped to remain in school through earnings they received through the work-study program. From the 18,000-plus students benefitting from the program in fiscal 1965 participation rose to 43,000 in fiscal 1974, a 131-percent gain. Since 1965 more than 327,576 students have been assisted in staying in school as a result of this effort.

Other students received work experience relating to their occupational area through either distributive or cooperative education programs. Under both laws participation in the distributive education program climbed more than 149 percent; involving more than 832,000 students in 1974. Under the 1968 amendments enrollments in cooperative education, including those in parts B and G, then rose from 290,000 in 1970 to over 605,000 in 1974. These programs are significant both in terms of the learning experiences of the students and in terms of their economic benefits. Students earn wages from their cooperative or distributive education jobs and pay income taxes on these wages which in effect helps reimburse the community for their vocational training.

In addition to giving students opportunities in career exploration, skill training, and work experience, the 1963 act and the 1968 amendments have provided the type of vocational training which has enabled the vast majority of the graduates who are available for employment to be placed in jobs. In 1965, 87 percent of those available for work were placed in jobs while in 1974, 91.4 percent of those available for work found jobs. This type of result gives us some indication that we are succeeding in relating programs to available jobs in the labor market.

As I mentioned previously, vocational education has been strengthened under the 1963 act and the 1968 amendments to serve those students who have special educational needs. Programs and services were developed for students with special needs and helped 25,000 students in 1965 receive vocational training geared to their needs. By 1974 more than 1.8 million such people were being served in diverse programs. The number of handicapped students served under the 1968 amendments rose 103 percent, reaching 234,000 students by 1974. Consequently 7,452,799 students labelled as disadvantaged and 1,007,428 labeled as handicapped have received vocational education between 1965 and 1974. Economists could undoubtedly calculate the economic benefits to our country as a result of this training. The social benefits are simply incalculable. A group of disadvantaged students who are often overlooked by the educational community, whom I want to mention, are those in correctional institutions. In 1973 over $14.9 million in vocational funds enabled 39,000 offenders to receive skill training. Additional vocational training has been provided offenders through the manpower development and training program. In 1973 we furnished almost $4 million in cooperation with the Department of Labor to train 5,500 offenders. A number of studies have shown that the recidivism rate has been vastly reduced when you make investments like this with occupational funds.

Postsecondary vocational education has also made tremendous strides under the two acts. Not only have enrollments increased dramatically, 659 percent between 1965 and 1974, but expenditures for such training have also risen. For example, under the 1968 amendments total expenditures for postsecondary training rose 77 percent, from $523,222,000 in fiscal 1970 to $927,346,000 in fiscal 1973. Of the funds used for postsecondary education in 1973 more than 53 percent went to community colleges with the remainder being spent on technical institutes and other postsecondary vocational facilities. Of the Federal share of funds used for postsecondary training in 1973, 45 percent was directed toward community colleges. Meanwhile, the States allocated 54 percent of all their postsecondary vocational funds to community colleges in 1973.

Under the two legislative measures, the State departments of vocational education have improved their planning and evaluation capabilities. Recognizing the necessity for advancement in this area the Bureau since 1968 has been funding State and local projects to improve planning and needs assessment. In 1974 we concentrated more than $2 million in part C research funds on 21 projects designed to improve comprehensive statewide needs assessment. The States themselves have been developing the planning capability of their local educational agencies. For instance the Utah State Department of Education in cooperation with Oregon, Wisconsin, New Jersey and Georgia have developed and implemented a local planning guide. Other States such as Maryland, Minnesota, Kentucky, and North Carolina require each local education agency to use the same procedures in reporting data to the State, thus providing for more accurate and compatible data reporting. In addition an analysis of the States indicates that the States with more sophisticated planning systems also place more of their State and local resources in vocational education. In each of the States in this particular analysis, State and local funds comprised 80 to 90 percent of all funds available to vocational education within the respective States.

Another area of vocational education which merits attention is the leadership development effort under part F of the Education Professions Development Act which authorizes both a leadership development program and a State systems program. From 1970 to 1974, 894 individuals have received additional graduate training under EPDA. From fiscal 1970 to fiscal 1973, 261 individuals developed their leadership skills in a 3-year doctoral program at 18 universities as a part of the leadership development program. In fiscal 1973 and 1974 an additional 633 experienced teachers received awards for 1 year of graduate study. Concerning the State systems program of the EPDA, the State Boards of Vocational Education of the 56 States and territories are all participating in the program and have developed a commitment to a statewide system for personnel development.

The 1963 act and the 1968 amendments also greatly benefited the States by providing for the construction of new vocational facilities, the remodeling of old facilities and the purchase of new equipment. This provision has increased the number of area vocational schools over 1,700 percent since 1965 when there were only 405 such schools. By 1973 these schools increased to 2,148. In terms of students this translates into training stations for more than 900,000 students. Much of this construction was undertaken in the southeastern States with the assistance of the Appalachian Regional Commission which in fiscal 1974 provided in excess of $38,136,000 for construction purposes.

Next, I would like to give you some insight into community relations and cooperation between governmental and nongovernmental agencies within the vocational education community. We feel that under the two acts community relations have been good and are improving. Cooperation has developed between businesses and universities and consultants working on curriculum projects. Local employers also cooperate with school officials in their communities by permitting teachers to take students on field trips to their businesses and by hiring cooperative and distributive education students.

The Bureau has also cooperated with various Government and nongovernment agencies to strengthen vocational education. We have worked for several years with the Department of Labor on an experimental program, "work experience and career exploration," to provide more work experience opportunities for 14- and 15-year-olds. In the health field we have worked out a draft interagency agreement with the Public Health Service whereby that agency will not establish new health personnel training programs which duplicate health personnel training programs offered in public vocational education programs. Training was also given students through instruction contracted to proprietary schools. In 1973 alone, in excess of $3,753,000 in vocational funds was spent for this service. This fiscal year, as a result of a memorandum of agreement with the Department of Defense, we have funded a project designed to develop a system for identifying and disseminating curriculum materials developed by the DOD which could be used by civilian vocational educational schools. We are now in the process of consummating a memorandum of understanding for an agreement with the Environmental Protection Agency which would transfer $300,000 to our agency for training in those areas.

Mr. Chairman, this has been a lengthy statement. But it takes a long time to talk about the advantages of vocational education accruing from the 1963 and 1968 acts. I have tried to summarize briefly the progress of vocational education under the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 in better meeting the needs of students for skill training for a changing labor market. Both of these acts gave the States varying degrees of latitude to develop programs which best meet their particular needs. The new legislative proposal, which we presented to the subcommittee on May 14, will continue and expand the leeway which States have in designing, adopting and revising programs which provide skills needed in the labor market.

Thank you, Mr. Chairman.

Chairman PERKINS. Dr. Pierce, to what do you attribute the dramatic increase which you talk about in post-secondary enrollment bebetween 1965 and 1974? And do you expect this rate of increase to continue in the next decade? You stated that post-secondary enrollments increased 659 percent from 1965 to 1974 while secondary enrollments increased almost 200 percent. Give us your views on the question.

Dr. PIERCE. I think there are probably a number of reasons for that, Mr. Chairman. In the first place since 1965 the community college network around the Nation has been growing probably more rapidly than at any other time. As those institutions grew, they recognized the need to respond to community needs. They therefore right now have across the Nation about 50 percent of their enrollment in occupational education programs. As the community colleges across the Nation grew the enrollments obviously grew.

Second, we have become increasingly aware of the fact that as occupational needs change and employment opportunities change there is a greater need for additional education beyond the high school but less than the baccalaureate level. As States and local communities recognize that, there have been greater efforts and therefore a greater increase in those programs.

Finally I am sure that it is due partially at least to the fact that Congress recognized this need in the 1968 amendments and required a 15 percent set-aside for post-secondary education. This further emphasized the need and required the States to take a further look at that particular area of vocational education.

Chairman PERKINS. Our next witness is Mr. Burkett. Do you want to go ahead right now before we submit questions?

Do you want to ask a question at this time, Mr. Blouin?

Go ahead. Go ahead, Mr. Burkett.

[Prepared statement of Lowell A. Burkett follows:]

PREPARED STATEMENT OF LOWELL A. BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Mr. Chairman and Members of the Committee: On behalf of the American Vocational Association, we thank you and the Members of Congress for your interest in and support of vocational education. The Congress has provided the stimulus which has initiated, expanded and improved vocational education for more than a half century.

Congress has recognized the importance of federal legislation to establish priorities for education and training since the passage of the Smith-Hughes Act of 1917. Legislation enacted in 1963 and amended in 1968 stimulated great improvements in vocational education and is a classical example of the foresight of members of this committee and the Congress. It is encouraging for vocational educators to have the support of you, Mr. Chairman, and members of this committee and to note the progress you have made in providing improved vocational education programs to the people of this Nation.

The purpose of this statement is to highlight some improvements made since 1968, realizing that within the time allocated to me, I can document only a few of the programs in the states. We find, however, the examples used are indicative of the improvements made in vocational education in most of the school systems of the Nation. Despite achievements, it is still evident that vocational education must assume a greater role in serving more people with education and training programs. This greater role can be enhanced and the programs of vocational education expanded by refinements in existing federal legislation and appropriation of additional federal funds. We as vocational educators look forward to implementing greater program improvements resulting from federal vocational education legislation to be enacted by the 94th Congress.

OVERVIEW OF VOCATIONAL EDUCATION ENROLLMENT

To highlight advances in recent years, we have projected the current enrollment in vocational education to be in excess of 14 million people including youth, young adults and those in the labor force who need education and training to develop or improve their employment skills. The following table indicates that vocational education is serving all age groups.

	Enrolled in vocational education, [1] fiscal year 1973	
	Number	Percent
Total	12, 072, 445	100. 0
Secondary	7, 353, 962	60. 9
Postsecondary	1, 349, 731	11. 2
Adult	3, 368, 752	27. 9

[1] "Summary Data-Vocational Education," Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

There is every evidence that vocational education continues to be desired by more and more citizens of the United States. Substantial increases in enrollment per 1,000 population is the strongest indicator we have found to support this statement. The following table indicates an increase in enrollment from 21 individuals per 1,000 population in FY 61 to approximately 58 individuals per 1,000 population twelve years later.

	Total enrollment in vocational education	Enrollment in vocational [1] education per 1,000 total population
Fiscal year:		
1961	3, 855, 564	21. 4
1966	6, 070, 059	31. 3
1971	10, 495, 411	51. 6
1972	11, 602, 144	56. 3
1973	12, 072, 445	58. 0

[1] Ibid.

While vocational education continues to expand in secondary institutions, the growth in enrollments in postsecondary programs is worth noting. Examples of this growth pattern are found in the state of New York where there has been an increase of almost 200% in enrollments in postsecondary programs since 1968. There are currently over 90,000 students enrolled in postsecondary vocational education in the state of New York. Another example can be found in Minnesota where considerable resources have been expended in recent years to further develop postsecondary programs in technical institutions. Currently, one of every five new entrants into the labor force in Minnesota is a graduate of a technical institute. In addition, Minnesota reports that the postsecondary vocational education institutions have more students enrolling and a higher completion rate than any other type of postsecondary institution in Minnesota. Approximately 25,000 students are enrolled in postsecondary institutions in Minnesota.

Another example contributing significantly to the growth is the community college system. As an example approximately 55,000 students are enrolled in education and training programs in the community colleges in Florida.

The foregoing enrollment chart indicates that vocational education is expanding not only in secondary schools and area vocational schools that have traditionally been a part of the vocational education delivery system, but also in community colleges and in some four year colleges. Many delivery systems are being employed to provide vocational education to individuals of all ages.

There are also examples of program growth in secondary programs. The largest city system—New York City, reports they enroll annually 40,000 high school students in 25 vocational high schools. They can accommodate approximately 14,000 new students each year. The vocational schools in New York have almost twice as many applicants each year as there are student stations available and it is anticipated that the demand will continue to grow.

Illustrated below is the growth in vocational education enrollment and federal funding since 1960. It is interesting to note that straightline projections show vocational education enrollment to be more than 21 million students in FY 80. Increases in enrollment are projected without considerations to refinements in federal legislation and the point could be made that improvements to existing federal legislation may stimulate even greater enrollments in vocational education.

	Federal expenditures	Total enrollment in vocational education [1]
Fiscal year:		
1960	$45,313,236	3,768,149
1964	55,026,875	4,566,390
VEA 1963.		
1965	156,936,015	5,430,611
1966	233,793,671	6,070,000
VEA 1968.		
1970	300,045,568	8,793,960
1971	396,378,405	10,495,411
1972	466,029,820	11,602,144
1973	487,390,800	12,072,445
1974	548,603,000	[2] 13,397,000
1975	548,437,000	[2] 14,461,000
1976		[2] 15,700,000

[1] "Summary Data-Vocational Education," Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

[2] Projected.

DISADVANTAGED, HANDICAPPED

The above chart includes not only students in regular programs of vocational education, but also those with special needs because of being disadvantaged or handicapped. According to the U.S. Office of Education, 13% of the enrolled vocational education students in FY 73 were disadvantaged and 2% were handicapped. These figures contribute to the 9% growth rate that vocational education has enjoyed over recent years.

Contributing to the efforts of vocational education to serve disadvantaged and handicapped individuals is an outstanding example found in New York City where the State Board for Vocational Education contracts with 30 private trade schools to refer dropouts or potential dropouts for enrollment. There are presently 250 students in this program who are beneficiaries of an outreach program costing $250,000 and designed to prepare the individual for initial employment.

There are many other examples of programs designed for disadvantaged by the State Boards for Vocational Education. Some of them involve state correctional institutions and relationships designed to rehabilitate the incarcerated. The state of Minnesota has utilized a portion of their federal money in state correctional institutions for the purpose of initiating vocational programs. It is worth noting that state money will replace the federal money after this current year. In addition, Minnesota is continuing to develop disadvantaged and handicapped programs as a result of relationships with vocational rehabilitation and the Great Lakes Regional Commission.

The state of Florida is also utilizing vocational education funds to impact on programs for individuals in correctional institutions. In Florida the relationship between vocational education and the State Division of Youth Services and Vocational Rehabilitation has been instrumental in providing improved services and additional resources for the disadvantaged and the handicapped both youth and adult. Another major thrust for disadvantaged and handicapped in Florida has been in developing individualized instruction programs for the disadvantaged. This effort is being augmented by Work Evaluation Centers. These are centers where students, youth or adult, are tested and counseled for training and employment.

While the above examples are taken at random, they do indicate an increased concern for the individual that is disadvantaged, handicapped, unemployed or underemployed either as a youngster or adult. The states are taking positive steps to confront a problem.

EXAMPLES OF STATE AND LOCAL EFFORT

Despite the GAO Report, federal funding for vocational education has stimulated state and local expenditures at an increasing rate. Federal funds appropriated under the authority of the 1963 Act and its Amendments of 1968 are being matched by state and local funds at a ratio of approximately $1.00 federal to $5.00 state and local. As federal funds increase the ratio continues to hold. The ratio varies among the states and reaches a high of 12 to 1 in one state. The theory of requiring matching dollar for dollar funds included in the federal vocational acts has produced definite results. While all states are not equal in their contributions to vocational education, state and local governments have contributed substantially.

In 1965, the state of New York appropriated $67 million for vocational education programs. This was a matching ratio of $4.00 to $1.00 state to federal funds. In 1974 the state appropriated $450 million for vocational education and proudly boast a ratio of 12 to 1. The state of Florida has moved from $26 million in state appropriations for vocational education in 1968 to $229 million in 1975. This has stimulated a growth increase of approximately 225% and is supporting 897,000 students in vocational education. The state of Ohio has expended $453 million of state appropriations in the last nine years on facilities and equipment to establish 46 area centers for vocational education as well as to make extensive investments in job training programs in the major cities of Ohio.

While these examples relate some of the more outstanding achievements, they are indicative of the efforts of the State Boards for Vocational Education and the state legislatures to provide funds for vocational education.

The "dollar for dollar" partnership between the states and the federal government has exceeded expectations. The experience of the past few years would dictate that if federal funds were greatly expanded, more state and local funds would be made available for vocational education.

ACCESSIBILITY OF VOCATIONAL EDUCATION

Because of extensive state and local effort, and the availability of federal funds, vocational education has become more readily available to the people of the United States.

The federal and state government partnership has provided access to vocational education in 2,148 area vocational-technical institutions with a primary emphasis on vocational education for secondary students. In addition, 1,756 technical institutes and community colleges enroll a substantial portion (in many cases over 50%) of their students in vocational education. Most of these institutions enroll adults in supplementary and/or preparatory programs.

A search for examples relating to accessability reveal that the state of New York has built 56 centers with $150 million investment since 1968. Twenty-eight million dollars of this was federal funds. Other reports tell of the 54 cooperative centers for vocational education serving the 437 school districts in the state of Minnesota. Kentucky is currently building a 2,500 student vocational education center in Louisville. It is also important to note that the state of Florida has built over 70 area vocational-technical schools. The State Director of Vocational Education in Ohio indicates that in the city of Cleveland over 51% of the school population is receiving vocational job training programs. Currently in Ohio, 95% of the high school youth have access to vocational schools providing at least 12 different job training programs. A state law has been passed in Ohio providing that 100% of the secondary school students will have a minimum of 12 vocational education programs available to them by September, 1976.

Not only is the accessibility of vocational education improving, but the availability of specific, locally and nationally critical job training programs is evident. A prime example is the outstanding mining program developed in Madisonville, Kentucky in cooperation with the mining industry. Programs designed to respond to national priorities have traditionally been characteristic of vocational education.

Even with excellent progress reported, we continue to have concerns about accessibility to vocational education both in the rural and urban areas. It has been documented that 25% of the fifth grade school population in 1964 left school prior to graduating. These individuals are now young adults and may be ill prepared for the world of work. We have assurances that many of these individuals are on waiting lists for enrollment in many vocational institutions throughout the Nation. In addition, we know that vocational education must seek out thousands of others already out of school and provide adequate incentive for them to enroll in vocational education. It is estimated that vocational education should be serving an additional 100,000 young adults this year and perhaps 200,000 by 1980 if the distribution and accessibility of vocational education were adequate.

SUCCESS IN PLACEMENT

There are many measures of success for vocational education programs. One of the more visible yardsticks at the present time is that of placing the program graduate in beginning employment or upgrading the employed worker. Every state can relate a placement record and we have selected Ohio as perhaps typical. The following is given as an illustration of the success of vocational education in preparing people for employment in Ohio in 1974.

Placement of vocational education graduates

		Percent
Available for placement (program graduates)		74.9
Of those available:		
Placed in full time job for which trained	(60.0)	
Placed in full time job related to study	(12.6)	
Placed in full time job not related to study	(14.4)	
Placed in part time job for which trained	(3.3)	
Placed in part time job related to training	(1.5)	
Placed in part time job not related to study	(1.4)	
Unemployed needing employment	(3.3)	
Unemployed for other reasons	(3.5)	
Total	(100.0)	
Not available for employment		18.6
Unaccounted		6.5
Total		100.0
Breakdown of the 18.6 percent not available for employment:		
Entered Armed Forces		17.7
Continued their education in vocational technical post-secondary		28.7
Continued education in baccalaureate		24.9
Not available for placement and other reasons		28.7
Total		100.0

CURRICULUM IMPROVEMENTS

The Nation's productivity continues to rely on the well-being of business, industry, agriculture and the various supportive services and technologies which comprise the Nation's work force. It is imperative that job training programs be sensitive to the needs of a particular business or industry as well as to the total work force. Examples of reaction by vocational education to changes required for earning a living in this Nation include:

The unique programs in heavy equipment operation found in Hazard, Kentucky
The aeronautical and air frame programs in Somerset, Kentucky
The Kentucky Equine Education programs in Lexington, Kentucky

These examples show the diversity and adaptability of vocational education in designing curriculum to meet employment needs both locally and nation-wide.

Other examples of adapting curriculum to meet employment needs, include one from Paxton, Minnesota where extensive instructional efforts have been made to improve the bloodlines of sheep, a major agricultural enterprise of this area. In addition, the vocational program in Staples, Minnesota is influencing extensive improvements in the irrigation and conservation program of agricultural lands as a way of adapting instructional programs to local needs. Other programs to cite include the powdered metal programs in the Twin Cities of Minnesota as well as their emergency medical aide instruction. All are indicative of adaptations being made in light of changing employment needs throughout the Nation.

In order to further this process, many states report along with Kentucky that they have initiated an exchange program whereby teachers in vocational education exchange places with employees in industry for a period of time. This type of an exchange program upgrades instructional personnel as well as providing an in depth look at vocational education by employees of business and industry. Not only is the curriculum improved, but a great upgrading of teacher competencies is accomplished and a better working relationship is achieved.

COOPERATION WITH OTHER AGENCIES

There continues to be a great need for vocational education to cooperate with other agencies both public and private in order to successfully accomplish its purpose. There are excellent examples of cooperation between State boards for Vocational Education and other agencies that should be brought to the forefront. The state of Alabama has developed the highly sophisticated Economic Development Commission utilizing vocational education programs as a means of bringing industry into the state. Alabama reports that this cooperative effort has enticed $2 billion of industrial investment into the state. Other reports show the states of Florida and Minnesota involved in extensive cooperative efforts with state correctional institutions whereby the resources of those institutions and vocational education is combined to provide job training programs for the population of correctional institutions.

Florida reports a regional network of state staff designed to provide vocational technical assistance in all areas of the state, has contributed greatly to cooperative efforts between vocational education and private schools. In addition, the prime sponsors funded under the Comprehensive Employment and Training Act of 1973 also have effective cooperative agreements with the regional vocational advisory staff in Florida. In many instances the chairman of the vocational regional staff serves as the vocational representative of the manpower planning council and the availability of their technical assistance to other agencies has enhanced the atmosphere of cooperation. Other activities in Florida include cooperative efforts between Florida, 10 other states in the Southeast, the Air Force and the Army to develop extensive curriculum changes for the programs of vocational education.

SUMMARY

In conclusion, the Vocational Education Act of 1963 and the Amendments of 1968 have been a powerful and vital influence on the development of vocational education. There is every indication that federal funding will continue to be important as a stimulus in the future even in light of the vast interest and improved state and local support of the program. There are any number of examples to make the point that vocational education is doing a good job and that these programs have achieved the purposes as indicated in federal legislation in 1968. There appears no doubt as to increased availability of institutions and that better planning and evaluation is taking place at the state and local level in order to meet the needs of people as well as business and industry. In addition, there is evidence that vocational education is actually related to the needs of the job market and is a means of obtaining employment. Because of the success of vocational education and the desire to see these programs even more instrumental in contributing to the welfare of the Nation, we feel that some refinements to the existing legislation are in order. There is a need for further expansion of vocational education if the economic and social needs of the Nation will be met. We offer assistance for further consultation and look forward to continuing to work with members of the committee and staff.

STATEMENT OF LOWELL BURKETT, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Mr. BURKETT. Thank you, Mr. Chairman, members of the committee. I am Lowell Burkett, executive director of the American Vocational Association, which has a membership of some 55,000 vocational educators. We appreciate this opportunity to discuss with you this morning——

Chairman PERKINS. I want to interrupt, Mr. Burkett, to say that you are doing a wonderful job. We have all known you so well we just feel that you are one of us around here.

Mr. BURKETT. Thank you very much.

Chairman PERKINS. You have been helpful to the committee over a period of years. Please go ahead.

Mr. BURKETT. Thank you so much, Mr. Chairman, for those kind words. We appreciate this opportunity to share with you some of the developments in the field of vocational education since the 1963 and 1968 amendments have been passed. It would be impossible for me in the time allocated to me to go into all of the details which have been so well covered by Dr. Pierce.

But I chose this morning to use a few examples of some of the developments that have taken place. I called on a number of the State directors and others responsible for programs in the States to get some ideas as to the new emerging things that are going on. I want to share some of those with you this morning. I will not discuss any of the concepts because previously I complied with this in testimony.

But I do feel that prospects for improvement in vocational education are good, that the rapport with the communities and with the people responsible for programs are excellent. So I see great hopes for the future for vocational education.

Dr. Pierce has given you just a general overview which I think is much better than I have available in the records that we have in our office. I will not attempt to do that except to point out a couple of things. I think it is significant that enrollments are increasing so rapidly. We have presently institutions that are unable to accommodate the requests for vocational education. By 1980 we will probably have as many as 21 million people enrolled in vocational education in this country, barring unforeseen problems or barring the lack of funds.

One of the great developments has been, as Dr. Pierce indicated, in the field of postsecondary vocational education. I think this is good and proper. I could cite many instances of the increases. Talking to the leadership in New York State just recently, they indicate that the increase in enrollments has been 200 percent. I think that is typical of many of the States, although New York had community colleges and postsecondary institutions for many years.

Minnesota is another one that has developed an extensive postsecondary program through the technical institutes. In talking with the State director there I find that one out of every five new entrants in the labor market in the State of Minnesota is a graduate of the technical institutes of Minnesota.

Florida is another State that has made tremendous growth in postsecondary vocational education.

We are finding now that vocational education is moving toward the 4-year institutions. This is a good sign in providing programs of a technical nature. Private institutions are also increasing their interest in vocational education. I would like to point out an example of how this is happening in our big cities. New York City is the largest city in the Nation. There has been a great deal of criticism about the program in New York City. However the demand still continues to increase. There was a recent article in the New York Times which indicated that there were about 40,000 students enrolled in programs in the city and the number of applicants is twice what they can take, which is an indication that there is a great demand in the city and thus the program needs to expand.

I looked again at the purposes of the 1963 act and the 1968 amendments. One of the purposes was to serve all people. One group that was especially concerned was the disadvantaged and the handicapped. These people are hard to identify due to the fact that many of them are integrated with the regular vocational programs.

In New York there is a grant that the State department has given to 30 private trade schools to take 250 students who have dropped out of school or are potential dropouts. These are students who are failing in school and they do not want to go back to the institution where they are failing. So they are going into these private schools. We think this is a good move and a great experiment.

Another State that has done a great job in working with students in correctional institutions is Minnesota. The legislature has appropriated enough money to take over the program and Federal moneys will be withdrawn. This is an indication that the Federal vocational education money is a stimulus. It is the thing that has helped programs to get underway.

One of the things that Florida is doing is rather interesting; they have established a program of what is called individualized instruction. This was the result of a grant received by the Technical Education Research Corporation from the Department of Labor. Under Mrs. Donna Cie's direction the program has been put to work in Florida to provide individualized instruction particularly for the disadvantaged. They have established worker evaluation centers where both youth and adults can come in and be tested or tried to help with any job opportunities.

A number of steps have been taken to try to improve vocational education for the disadvantaged. Dr. Pierce mentioned State and local efforts. I will not go into that to any great extent except to point out two or three examples that have taken place, in the area of State and local effort. New York State in 1965 the State appropriation was $57 million. In 1974 it was $450 million.

In Florida in 1968 the appropriation was $26 million. In 1975 it was $229 million. Ohio has invested $463 million in facilities and equipment in the last 9 years to establish 46 area centers at the secondary level and have made substantial investments in the major cities to improve facilities there. They have passed a State law which says that by 1976 every secondary student shall have access to vocational education programs. By now about 95 percent of the State has been covered. If the area schools do not develop, the students will be given the opportunity to go to existing schools. This is, I think, one of the objectives of the 1968 amendments, accessibility.

We know that there are more schools, more programs. Our count shows 2,148 area vocational and technical institutions. Over 1,800 technical institutions and community colleges have 50 percent of their students in vocational education. In addition many adults are enrolling in these secondary institutions.

In New York State 56 centers have been built for $150 million, $28 million of that being Federal money.

Minnesota has concentrated on primarily postsecondary education. They have 487 high school districts in that State. They have developed 54 co-op centers for vocational students. It is impossible with 487 districts to develop programs in each of those.

Mr. Chairman, I was informed about the development of the building and construction of a new center, vocational center, in Louisville which will accommodate 2,000 students.

Also I was visiting in Madisonville, Ky., just recently. I had the opportunity to go to the area vocational school there. I was impressed by seeing one of the finest programs I have seen anywhere. This is a cooperative effort, between the mining industry and the schools and the State of Kentucky. The equipment is furnished by the mining industry. People are being trained and going right into the mines.

There are problems still with accessibility in the rural areas. We think that with the growth of the area school concept we can get funding for residential schools and that will improve as time goes on. We still have students who are not getting training. In 1965, 25 percent dropped out of school. Many of these are still on the streets today, unemployed, or underemployed. We need programs for those adults. We estimate we ought to be serving at least 100,000 of those at this time. We have made a projection in regard to what the needs are. This is one of the responsibilities that vocational education should assume. Our best projections are that at least 6 percent of the current work force should be in training each year.

My statement shows what is happening in Ohio, even in secondary programs. The results have been extremely good.

There are many new and emerging occupations in which a great deal of work and effort has been done and needs to be done. I was interested in the heavy equipment program, in Hazard, Ky., and also, Mr. Chairman, in the training program that they have in Louisville. It is called the Kentucky equine education program for people who handle race horses.

In one of the Minnesota schools they have developed a program for improving the blood line of sheep.

In many States industry people come into the schools. This provides an opportunity for the student to find out what is going on in the industry. Cooperation with industry was mentioned by Dr. Pierce. A number of things are going on there, particularly State economic development commissions. The State of Alabama has indicated that within the past few years they have brought $2 billion capital industry per school to the State based upon trained manpower.

I would like to mention the fact that in some States there has been good cooperation with the CETA program. In other States it is very poor. The State of Florida has been very cooperative and works very closely and have vocational educators on the manpower councils.

In summary, Mr. Chairman, we believe that the 1968 amendments have been a powerful influence. We feel that they have been good legislation. We will make vocational education accessible for more people and improve the instruction. I look forward to many years of development in vocational education.

We offer our assistance and pledge our support in trying to implement the program.

Thank you.

Chairman PERKINS. Thank you very much, Mr. Burkett.

Go ahead, Dr. Tirrell.

[Prepared statement of Dr. John E. Tirrell follows:]

PREPARED STATEMENT OF DR. JOHN E. TIRRELL, VICE PRESIDENT, GOVERNMENTAL AFFAIRS, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Mr. Chairman and Members of the Subcommittee: My name is John E. Tirrell, Vice President for Governmental Affairs of the American Association of Community and Junior Colleges. I appreciate this opportunity to appear before your distinguished Committee.

The American Association of Community and Junior Colleges represents over 950 community, junior and technical colleges throughout the nation. Approximately 1140 community colleges, junior colleges, technical institutes and centers offer educational training to approximately 3,500,000 students. For more than a decade the community college movement has been the most rapidly growing major segment of education in America.

In 1973, 44% of all community college students initially enrolled in occupational education programs. (This percentage contrasts significantly with the 13% who were enrolled in similar programs in 1965, less than 10 years ago.) In many states—Massachusetts, California, New York, Illinois, to name a few—at least half of all initial enrollments in 1973 were in occupational programs. Students are enrolled in hundreds of different occupational education programs, ranging from short-term skill training programs to sophisticated associate degree programs in new technologies and the health sciences. Special counseling services, learning laboratories, developmental programs and cooperative relations with business and industry support these programs.

Additionally, a number of federal and state regulations have given impetus to the need for postsecondary, adult level, occupational training. Factors such as the increase in the minimum wage rate and coverage, minimum age for licensure in certain occupations, and the regulations under the Occupational Safety and Health Act, to name a few, favor the hiring of adult workers.

Another point to bear in mind is that training beyond high school is needed for an ever-increasing percentage of available jobs, not only to qualify for work at an entry-level, but as importantly, for job mobility as well as upgrading and promotional opportunities within a given occupation.

The American Association of Community and Junior Colleges again commends this Subcommittee and its distinguished Chairman, Congressman Carl Perkins, for the significant improvements to the Vocational Education Act of 1963 which were provided in the amendments of 1968. Most college administrators and occupational staff people have welcomed and appreciated the substantial advancements made possible by Congress in the Vocational Education Amendments of 1968. In my view, specific improvements have included:

Under the amendments, community colleges, junior colleges, and technical institutes experienced improvements in the flow of money for the occupational education preparation of persons of postsecondary age.

The 15% setaside under Part B made it mandatory to spend at least a minimum proportion of V.E.A. funds on those persons no longer of high school age. In many states this minimum has been met and exceeded.

The National Advisory Council on Vocational Education was given new responsibilities for oversight of the new educational provisions.

State plans for vocational education have been developed in all states. In many states these plans have reflected more adequately the concerns of all persons interested in a comprehensive system of vocational education, and many included community colleges.

In many states the State Advisory Councils established pursuant to the 1968 Amendments include effective representation from community colleges and other postsecondary institutions.

It should be added that under the Education Amendments of 1972, community colleges and postsecondary occupational education have received new recognition as important components in the total vocational education delivery system. This has been welcomed by the community colleges and is strongly supported today.

Finally, we have been pleased to note many new experiments in cooperative planning and programming among different types of institutions concerned with the efficient and effective development of vocational education systems.

However, it appears to us that certain new priorities need reemphasis. Let me illustrate our concern.

The need for vocational education and guidance for older citizens has frequently gone unrecognized. The mid-career unemployed and underemployed and early retirees are two prominent examples.

Many newer, high-demand occupational groups, for example, health-related, service-related and newer technologies, need funding emphasis.

As of July 1, the Bureau of Occupational and Adult Education will appoint three professionals to "supergrade" positions who have had professional experience in community colleges. We appreciate the efforts of this Committee, and in particular Congressman Meeds, to bring this 1972 requirement of Title X–C to fruition.

We applaud the Congress for its concern for disadvantaged and handicapped persons, as demonstrated by the setasides established in the 1968 Amendments. We hope that these funds reservations will be retained since they insure that there will be an emphasis on the needs of these persons in each state.

I don't want to burden you with a sermon on the community college philosophy, but I do want to emphasize that our colleges are deeply committed to serving persons with special needs of all kinds including the disadvantaged and the handicapped. Not only are we "committed" to this service, but we are actively involved in it. We are trying hard, and we are doing a pretty good job.

Community and junior colleges offer these opportunities in abundance. Through guidance and counseling, remedial and basic education programs, pre-occupational and occupational training, as well as open admissions, accessibility, and recruitment efforts, community and junior colleges have served thousands of disadvantaged students.

What I am trying to say is that those persons who are disadvantaged or handicapped and who are of postsecondary school age have special needs. They may be unemployed or underemployed, they may lack basic skills for employability. They may have been "turned off" by traditional education. They may have dropped out of high school without learning a marketable skill. In the case of the handicapped, those of adult age need programs and services appropriate to their age, in places where their age-peers are served.

On February 25, 1975 Dr. John D. Rowlett, Vice President of Eastern Kentucky University, testified as to the growth of less-than baccalaureate vocational programs in four-year colleges and universities. He said:

"Mr. Chairman, you are familiar with the studies conducted by Eastern Kentucky University in 1967 and 1971, in cooperation with the National Association of State Universities and Land Grant Colleges and the American Association of

State Colleges and Universities. These studies have enabled us to get a picture of the extent to which public four-year colleges and universities are involved in offering programs of less-than baccalaureate level.

"In 1967 (with 76.8 percent of eligible institutions responding) we found 114 institutions offering 619 less-than baccalaureate level programs enrolling 31,551 students.

"In 1971 (with 79.6 percent of eligible institutions responding) we found 142 institutions offering 1097 less-than baccalaureate level programs enrolling 57,145 students."

He went on to estimate there were now more than 55,000 students in over 100 AASCU institutions.

Local or state education agencies should be authorized to provide employment when necessary to assist needy students to remain enrolled in occupational and vocational education, including those who are accepted for enrollment; to provide for work-study programs administered by the local education agency and to make them reasonably available, whether the school is in session or not, to all persons in the area served by such agency who are able to meet the requirements for participation. This would be public employment, for the local education agency or some other public agency or institution.

We believe it should be a concern of public funding agencies to get maximum use of the public dollar. Wherever there is needless duplication of vocational education services there is accompanying waste, through unnecessary development of facilities, too-small classes for economical operation, absence of optimal opportunities for students, among other problems.

Every effort should be made to minimize duplication and encourage cooperation in order to develop an economical and effective mix of vocational education opportunities at the local level. This authority to use federal funds through cooperative arrangements will not, of itself, work miracles, but its presence in the law removes a possible blockage to such development while giving it implicit encouragement.

In Illinois, President Alban E. Reid of Black Hawk College describes a successful cooperative program with local proprietary schools in which everyone seems to benefit. The students receive college credit for training received at proprietary schools. They are also eligible for state scholarships. The cost to students is lower than if they had enrolled directly in the proprietary school. The college benefits by gaining students who might have limited their training solely to courses offered at the proprietary schools. The proprietary schools benefit from evaluation by college staff and the increased status that is implied by the contractural arrangement with an accredited college. And, the taxpayer benefits by not having to support the establishment of duplicate training programs. Recent legislation in California permits the 99 community col[illegible] to contract with private schools and colleges.

Guidance and counseling services are our primary concern, as outlined in the APGA bill H.R. 3270. These services include establishing and providing a broad range of career information, opportunities for vocational explorations, and rehabilitation counseling activities integrated through the curriculum, as well as specialized approaches to assist all individuals at all age levels in their career planning and in arranging for necessary educational experiences which will help achieve and adjust their career goals. Authorization is needed for developing and packaging materials for student, teacher and counselor to use in relating educational and occupational requirements and opportunities. Also, future authorizations should permit paying the cost of bringing employer and educational representatives to schools and colleges as well as transporting young people and adults to such sites to observe and explore educational and occupational opportunities and conditions.

Remedial educational services should be an important part of the package, to help occupational education students overcome the deficiencies, if any, in their earlier education. Basic literacy and computational skills are indispensible in today's employment market.

Incentives for exchanges of personnel between public and private schools, agencies, and institutions, and with government, business, and industry: such personnel exchanges can be an extremely effective form of communication between various groups, as well as a useful staff development device. For example, through such exchanges business and industry can better understand the capabilities of vocational and occupational education and advise on needed improvements in programs, while in turn, educators can keep up with developments in the "real world" for which they are providing vocational and occupational education.

Inservice teacher training and staff development programs should be authorized and provided where needed, for example, to improve teacher competency in professional fields, educational techniques, understanding of student needs, and learning of new job market trends. As recommended by the AVA in H.R. 3037 the current EPGA-VF should be included in the new vocational education bill.

Data acquisition, analysis and dissemination: two vital components of this are labor market data in a form useful for occupational education planners, and follow-up studies on program graduates to test whether they are employed in an area related to their training. These two items are at the heart of accountability in vocational or occupational education, and the reason for the federal interest in giving it support. I have even seen it suggested that public funds be withheld from programs which train for occupations in which there is a surplus of available employees, and hence limited employment possibilities. I would be willing to endorse this suggestion *if* there is a data base available to assist planners in making informed decisions.

AACJC strongly urges that those special projects related to promoting improvements and innovative experiments in vocational education which appear in the present legislation be retained and funded at least at present authorized levels.

Presently, these projects are divided into three categories: Research and Training (Part C), Exemplary Programs and Projects (Part D), and Curriculum Development (Part I), each of which is separately funded. However, we believe that greater flexibility will result if the program funding for these categories is combined.

Additionally, the projects should promote cooperation between public education and manpower agencies. They should enable the Deputy Commissioner and the Community College Unit to provide appropriate assistance to state and local educational agencies and community colleges in the development of curricula for new and changing occupations and to coordinate improvements in, and dissemination of, existing curriculum materials. Special projects for improvements should grants for the training or retraining of vocational education personnel through exchange programs, institutions and inservice education.

First, I wish to re-emphasize one of our recommendations stated earlier. We believe that combining funding for the Cooperative Vocational Education program, Part G, and the Work-Study program, Part H, will result in greater flexibility and freedom of operation for state planners. In the recent Report of the National and State Advisory Councils on Vocational Education, it was noted that several state advisory councils recommended consideration of such a consolidation.

The Husky Oil Company has participated in an exciting experiment in cooperative education involving two school systems. I will highlight certain aspects of our venture.

Husky's program offered a practical introduction to all of the career opportunities available in the oil industry. The program took the form of an industrial-education consortium combining the resources of Husky, Northwest Community College and Cody (Wyoming) High School.

The American Association of Community and Junior Colleges recommends that the Committee consider the establishment of *local* advisory councils on vocational education.

Improvements which have resulted from the establishment of National and State Advisory Councils suggest that similar benefits might accrue from the creation of Local Advisory Councils.

Local Advisory Councils would encourage the development of comprehensive local program planning in each community. These groups would be broadly representative and would represent labor, management, and every category of educational institution sponsoring occupational education, from elementary through postsecondary institutions. They would participate in the formation of local or area plans by developing recommendations to local planners, reviewing recommendations from occupational advisory committees, and reviewing the planning efforts before their transmittal to the appropriate state organizations for incorporation into the state plan.

Local advisory councils would provide a formalized mechanism through which the various parties to vocational and occupational education would have to get together. This might stimulate the development of a more useful data base on needs for vocational education and employment opportunities in the area. It could also promote cooperation among these parties and help prevent needless duplication of programs and facilities, as well as spotlight needed programs missing in a community, and groups not presently being served.

These councils should have connections, possibly through overlapping membership, with the Prime Sponsor Manpower Planning Councils under the Comprehensive Employment and Training Act. There are enough similarities between the purposes of the Vocational Education Act and of CETA that coordination between the two systems is needed. Comparable local vocational education councils would help promote this coordination.

As Dr. E. T. Dunlap said on May 8, 1975 before this Subcommittee in representing the State Higher Education Executive Officers Association (SHEEO):

"As integral parts of the career functions of education as a whole, career, occupational and vocational education are and should be of major concern to all levels of the education community. From the Land Grant College Act of 1862 to the Vocational Education Amendments of 1968 and Title X–B of the Education Amendments of 1972, the federal government has progressively expanded its interest and support for the vocational components in education at all levels, and this has been more than matched by the states in which the majority of the operating funds for occupational and vocational programs have and continue to come. Current levels of state and federal concern and interest are increasing rather than decreasing at the present time."

These are broad concerns of society and Congress as indicated by the remarks by the distinguished ranking minority member of this full Committee Congressman Albert Quie, as long ago as 1967 at the 72nd Congress of American Industry in New York City. He stated:

"The development of a sound national manpower policy is an urgent and necessary undertaking. It is important that we address ourselves to doing this and doing it now. At the same time that the federal government is developing a national policy, state and local governments should be encouraged to do the same at their respective levels. Each of these partners must establish a policy and make plans for implementing it. The passing of time will not resolve our problems. We're moving at too fast a pace. And we must plan for the future. Industry would not be where it is today, if it neglected to plan. This is what we must do in the manpower field."

The importance of these hearings cannot be overemphasized. This was eloquently expressed by your former colleague, the Honorable Roman Pucinski in representing the National Advisory Council on Vocational Education before the Education Subcommittee of the Senate Committee on Labor and Public Welfare on April 11, 1975. His opening statement was as follows:

"These hearings come at a fateful time in our nation's history. We are on the eve of our Bicentennial celebration, which should be the occasion for recounting our strengths and achievements. At the same time our nation's economy is in one of its weakest periods, and unemployment is soaring to one of the highest peaks in our history.

"In recommendations forwarded to the Domestic Council last January, the National Advisory Council on Vocational Education pointed out that 'America is rapidly losing the technical superiority that has been the base of our prosperity,' and stated, 'It must be the policy of the United States to reclaim the skills and productivity of the American people.' "

On February 26, 1975 the President of the Massachusetts Board of Regional Community Colleges entered this for your hearing record:

"In 1967, occupational education enrollment in our community colleges accounted for 47.5% of the total enrollment, whereas liberal arts transfer students accounted for 52.5% of the students. Earlier in 1964, occupational education students accounted for only 15% of the total enrollment. The role of occupational education in the state was being studied in 1968 by the Massachusetts Advisory Council on Education which in its report stated 'that almost without exception the community colleges have relegated occupational education to a minor role.' Although I originally disagreed strongly with that judgment, it cannot possibly be repeated in Massachusetts again. The Board supported by state funds provided for new campuses, larger facilities and technical laboratories during the ensuing period. Not one dollar of federal construction monies allocated to the Commonwealth under the vocational education act went for this purpose. The Board of Community Colleges did not request any of these funds because the greatest need at that time was at the secondary level.

"During a more recent period, FY 1972 through FY 1975, which is the current academic year, occupational education enrollment increased from 9,535 students to 16,536 students, a percentage increase of 73.4%. In any language, this can be described as a dramatic shift in our enrollment."

Later on that date John J. Loughlin, the Vice President/Provost of the Indiana Vocational Technical Colleges registered the growth in his state.

"Indiana Vocational Technical College is experiencing similar growth patterns. In 1971–72, 12,684 students were recipients of occupational and vocational training. The number increased by 53% in 1972–73, and has increased progressively through the 1974–75 period, reaching a 25% credit enrollment increase as opposed to the anticipated 5% projection.

"Among the many reasons for the increased emphasis on the postsecondary occupational and vocational training is the fact that a number of federal and state regulations have emphasized the need for postsecondary, adult, occupational training. The increase in the minimum wage rate and coverage, minimum age for licensing in certain occupations, and the regulations under the Occupational Safety and Health Act, are but a few advantages toward hiring adult workers."

Our friends from the Land-Grant Colleges and Universities in the person of Newton Cattell presented the concern for the part-time student before the Senate Subcommittee on Education on April 11, 1975 AACJC endorses the concern voiced by Mr. Cattell on that occasion:

"Let me deal with the part-time student first. Our Association believes that the law should consider the needs of part-time students equally with those of full-time students. Indeed, it should be evident to all that heads-of-households, breadwinners, should be considered in federal legislation equally with the youth. Employed adults characteristically are unable to attend college full time. Along with the youths many adult citizens are seeking the chance to study in postsecondary institutions. The man who pumps your gas should be able, if he wants, to become an electronics technician. The house-wife with children may wish to learn real estate sales. Our evidence indicates that innumerable working men and women are interested in upgrading their occupational talents. I repeat, the provisions of our bill apply to part-time students as well as to full-time students."

On some occasions, we placed in the record the growth of a particular institution. This was done on February 26, 1975 when Dr. William H. Feddersen, President of the Williamsport (Pennsylvania) Area Community College appeared before this Subcommittee:

"I am testifying on behalf of the Pennsylvania Commission for Community Colleges and the Williamsport Area Community College. The Commission for Community Colleges represents all 14 community colleges in the Commonwealth, serving over 60,000 full-time equivalent degree and certificate students, plus twice as many non-credit students. The Williamsport Area Community College is unique in Pennsylvania in that we serve over 3,500 secondary and postsecondary career education students plus several thousand community service and continuing education students. Over 90 percent of our students are enrolled in vocational-technical programs."

On March 20, 1975 all the Presidents of the community and junior colleges in Oklahoma had the privilege of presenting testimony. They told of the recent growth in that great state.

"In the 1960's, the institutions in the Oklahoma State System of Higher Education were offering 75 programs which could be described as technical and/or occupational in nature. The overwhelming majority of these were offered at two locations, the Oklahoma State University School of Technical Training at Okmulgee, and the Oklahoma City Technical Institute.

"Since that time, the scientific and technical explosion of the post-Sputnik era has created an almost insatiable demand throughout our society for a new type of training which is more sophisticated than secondary level vocational programs yet stops short of the traditional professional programs. During the past ten years, institutions in the Oklahoma State System of Higher Education have responded in a dramatic way to the technical and occupational education requirements of the citizens of our state. During the current academic year, 1974–75, some 358 programs are in operation on 27 campuses throughout the state. Enrollment in these programs is in excess of 12,000 students."

As a follow-up of that testimony the Executive Vice President of the Metropolitan Tulsa Chamber of Commerce wrote Chairman Perkins on April 18, 1975.

"Since its inception in 1970, Tulsa Junior College has played an important role in our community's economic development efforts.

"During our negotiations with firms who have expressed an interest in our area, we must—in many instances—satisfy their concern that efficient skilled manpower is either presently available or can be supplied. TJC's receptiveness . . . and their ability to develop programs . . . has been a tremendous help to us in this regard.

"Among those firms that have located facilities in Tulsa and who have benefitted from TJC's vocational-technical capabilities are American Airlines, Metropolitan Life Insurance Company, Avis Rent a Car and Cities Service Oil Company. In addition, almost 200 local firms that have undergone expansion have also benefitted from TJC's abilities to implement courses and curriculum tailored to their particular needs.

"In summation TJC is a vital 'partner' in Tulsa's economic development efforts . . . and we wholeheartedly support federal programs that would provide more adequate funding for postsecondary vocational-technical programs."

And later, on April 29, 1975, the outstanding President of the El Paso Community College, Dr. Alfredo de los Santos, Jr., called this Subcommittee's attention to some special areas of service by the community colleges.

"In Arizona, California, Colorado, New Mexico and Texas where the proportion of the population is about 20 percent Spanish speaking, there are about 210 two-year colleges. A 1972 report by the College Entrance Examination Board in Austin, Texas indicated that 17 percent of the students enrolled in two-year colleges have a Spanish surname. This survey was made in Southwestern cities with a population of more than 50,000 Chicanos. While this figure might appear high, other studies indicate that 75 percent of all Mexican-Americans attending postsecondary education are enrolled in community colleges. Other states also report a significant number of bilingual students in New York, Florida, Chicago, and Washington where large numbers of Puerto Ricans, Mexican-Americans, and Cubans reside.

"In Texas, 90 percent of all technical vocational education at the postseconddary level is being conducted by community colleges. Out of 121,897 students in Texas community colleges in 1971, 17,893 (14.6 percent) were Mexican-Americans.

"Community colleges can efficiently serve non-English, Spanish speaking adult populations, but only after a bicultural, bilingual learning environment has been developed."

Since we sometimes hear comments that vocational programs are rarely discontinued, there is information from Dr. Fred L. Wellman, Executive Secretary of the Illinois Community College Board. This letter, dated April 1, 1975, indicates that 35 occupational programs were withdrawn during 1972–73 in 9 colleges and 27 additional occupational programs would be discontinued in 14 colleges during 1974–75.

One of the best summaries of the growth and expansion of occupational programs in the community colleges is in *Manpower Training in Community Colleges*. This was placed in the record during our August 13, 1974 testimony on page 936 of that hearing report.

We wish to thank the Committee and its distinguished Chairman for the privilege of sharing our considered opinions on the Vocational Education Amendments of 1968. We stand ready to assist the Committee in the months ahead as it continues its deliberations, endeavoring to improve and update this fine legislation.

JUNE 25, 1975.

MEMORANDUM

Re: New proposals for vocational legislation.

To: House Subcommittee on Elementary, Secondary and Vocational Education.

From: American Association of Community and Junior Colleges (AACJC),
American Association of State Colleges and Universities (AASCU),
National Association of State Universities and Land-Grant Colleges (NASULGC)

THE ISSUES

There is a wide range of issues relating to the reauthorization of the Vocational Education Act. AACJC, AASCU and NASULGC are mainly concerned with those of postsecondary occupational education. To simplify a complicated subject, the key issues of postsecondary occupational education may be reduced to the following three:

1. The size of the postsecondary setaside.
2. The control of Federal funds within the states.
3. The authorized use of Federal funds.

THE PROPOSERS

Three national education associations have sponsored legislation to reauthorize the Vocational Education Act of 1963 in the U.S. Senate and in the U.S. House of Representatives, and a fourth has testified:

AACJC—American Association of Community and Junior Colleges (H.R. 3036, S. 939).

NASLUGC—National Association of State Universities and Land-Grant Colleges (H.R. 4797, S. 942).

AVA—American Vocational Association (H.R. 3037, S. 941).

AASCU—Testified on February 25, 1975.

THE SIZE OF THE POSTSECONDARY SETASIDE

The Vocational Education Act of 1963, as amended in 1968, requires that each state set aside a minimum of 15% of the program funds (Part B) for postsecondary vocational education ". . . for persons who have completed or left high school and who are available for study in preparation for entering the labor market: . . ." In 1973, nationally, 35.7% of the Federal funds was spent on vocational education programs that qualified as postsecondary or adult. The programs were conducted in secondary schools and in postsecondary institutions.

PROPOSALS

AACJC—40% of program funds are set aside for postsecondary occupational education. An additional 20% may go, all or in part, to postsecondary occupational education according to state determination.

NASULGC—40% of the program (Part B) funds are reserved for postsecondary occupational education programs conducted in *postsecondary* occupational education institutions.

AVA—30% is reserved for postsecondary and adult vocational education programs (vocational programs for persons 16 years of age and older, who are not in elementary or high school).

We believe that postsecondary occupational training at the semi-professional or para-professional level will be required increasingly if the national interest is to be served. By targeting the setaside on occupational programs in postsecondary institutions, we believe this objective will be met.

We do not believe that the proposed 40% setaside for postsecondary occupational education would deprive secondary schools of needed *program* funds.

CONTROL OF FUNDS WITHIN THE STATES

In the existing law and in all proposed revisions, Federal funds are channeled to institutions on the basis of plans prepared by the State. According to the General Accounting Office, state plans today are prepared only for compliance with OE requirements in order to receive Federal funding. State plans, then, are compliance documents—and do not pretend to result from objective research into manpower and employer needs, student demand, and institutional capacity. The state agency for vocational education, as the planner and as the spender, has nearly unlimited control over the distribution of Federal funds within the state.

PROPOSALS

AACJC and NASULGC:

1. Does not require a sole state agency for the administration of secondary vocational and postsecondary occupational education.

2. The 1202 State Commission (the state's postsecondary education planning agency), with the help of State Advisory Council, would carry out the research necessary to prepare a comprehensive statewide plan for postsecondary occupational education.

3. The state agency for administration would be required to comply with the plan of the 1202 State Commission.

AVA:

1. Requires a sole state agency.

2. State agency for vocational education would prepare the plan for the state's vocational education program (both secondary and postsecondary).

3. The same State agency would administer the state's program for vocational education (both secondary and postsecondary).

We believe that planning for postsecondary occupational education should not be isolated from planning for all postsecondary education. For that reason alone, the 1202 Commission is the appropriate agency to plan for postsecondary occupational education. Further, the 1202 State Commission is charged by law (HEA X–B) to plan for occupational education. Its participation as the planner will be an appropriate balance to the spending authority of the administrative agency.

USE OF FEDERAL FUNDS

Should the use of Federal funds be narrowly defined to ensure that the intent of Congress is served? Or should the authorized uses be general in nature so that any use is eligible so long as postsecondary occupational education is either expanded or improved?

PROPOSALS

AACJC:

Design, establish, and conduct programs of occupational education, involve secondary schools in placement and counseling, design of high quality programs, train teachers and administrators; lease, rent or remodel facilities.

NASULGC:

1. To increase access to (expand enrollment in) postsecondary occupational education;

2. To pay for all or part of the difference between the cost of conducting occupational programs and the cost of conducting academic programs.

AVA:

Program operation, construction, services to assure quality, special student aid, vocational education student organizations, residential schools, home economics, and cooperative vocational education.

We believe that current law and the proposals provide for uses of Federal funds that are so general in scope that state agencies and institutions cannot be accountable for their expenditure of Federal funds. Whether or not NASULGC's suggestions of "access" and "extra cost" are finally accepted, we appeal for well defined and clear-cut authorized uses.

* * * * * * *

The three national associations—AACJC, AASCU and NASULGC—look forward to working with you and your staff in bringing forth new legislation that will continue to serve the American people, both youth and adult, in view of contemporary and near future needs of our country, as it has evolved to serve the needs of our society in different ways since 1917.

STATEMENT OF DR. JOHN E. TIRRELL, VICE PRESIDENT, GOVERNMENTAL AFFAIRS, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

Dr. TIRRELL. Mr. Chairman, I will just submit my written statement. My two distinguished colleagues, Dr. Pierce and Mr. Burkett, have already covered many of the points. But I would like to just add a few.

Chairman PERKINS. Without objection your prepared statements will be inserted in the record. Go ahead.

Dr. TIRRELL. Thank you. As you know, Mr. Chairman, the community colleges have been growing very rapidly. Last fall we enrolled over 3½ million students, an increase of 12 percent over the previous year. Almost unheard of, we have had growth again this spring, which, as I say, is almost unheard of. Part of the reason, we have just discovered, was an announcement by the Veterans' Administration between November 1974 and March 1975 there has been an increase of 200,000 veterans enrolled in postsecondary institutions.

The Veterans' Administration went on to show that 150,000 of these, almost three-fourths of them, had enrolled in 2-year institutions. This will probably mean, as it has in the past, that a significant number of them chose a community college because of its occupational programs, so that approximately 50 percent would be in those programs.

I might just add parenthetically, Mr. Chairman, the Veterans' Administration says this means that there are now more veterans, 600,000, enrolled in 2-year colleges than the 4-year colleges, which are about 500,000.

On August 13 of 1974, Mr Chairman, the AACJC in testimony here indicated that the 1968 amendments brought about these improvements.

One, under the amendments, community colleges, junior colleges, and technical institutes experienced improvements in the flow of money for the occupational education preparation for persons of postsecondary age.

The 15-percent setaside under part B made it mandatory to spend at least a minimum proportion of VEA funds on those persons no longer of high school age. In many States this minimum has been met and exceeded.

The National Advisory Council on Vocational Education was given new responsibilities for oversight of the new educational provisions. We believe this has been a great strength.

State plans for vocational education have been developed in all States. In many States these plans have reflected more adequately the concerns of all persons interested in a comprehensive system of vocational education and many included community colleges.

In many State advisory councils established pursuant to the 1968 amendments include effective representation from community colleges and other postsecondary institutions.

It should be noted that under the Education Amendments of 1972, community colleges and postsecondary occupational education have received new recognition as important components in the total vocational education delivery system. This has been welcomed by the community colleges and is strongly supported today.

Finally, we have been pleased to note many new experiments in cooperative planning and programming among different types of institutions concerned with the efficient and effective developments of vocational education systems.

In 1973, Mr. Chairman, 44 percent of all community college students initially enrolled in occupational education programs. In 1965, before the 1968 amendments, it was only 13 percent enrolled in occupational programs. We believe the 1968 amendments had considerable to do with this increase.

Now to some specific issues. AACJC strongly urges that the special projects related to promoting improvement in innovative experiments in vocational education which appear in the present legislation be retained and funded at their present authorized levels.

Another improvement which has resulted from the establishment of the National-State advisory councils suggests that similar benefits might accrue from the creation of local advisory councils.

I remind you that Dr. E. T. Dunlap on May 8, 1975, before this subcommittee in representing the State Higher Education Executive Officers Association, pointed out the advantages in having occupational education planning part of the entire State postsecondary education plan.

Just quickly, three or four others. On February 26 we had three witnesses; Dr. William Dwyer, president of Massachusetts Board of Regional Community Colleges outlined the growth in that State. On that day also, Dr. William Feddersen, president of Williamsport, Pa., Community College, outlined the growth of his institution and vocational education in that State. Also Dr. John J. Loughlin, the vice-president provost of the Indiana Vocational Technical Colleges, registered the growth of that State.

On March 20 of this year all 18 of the presidents of the community and junior colleges in Oklahoma had the privilege of presenting testimony. They told of the recent growth in that great State.

This was followed by testimony of the executive vice president of the Metropolitan Tulsa Chamber of Commerce, who wrote Chairman Perkins on April 18, 1975 as follows:

> Since its inception in 1970 Tulsa Junior College has played an important role in our community's economic development efforts.
>
> During our negotiations with firms who have expressed an interest in our area we must in many instances satisfy their concern that efficient skilled manpower is either presently available or can be supplied. TJC's receptiveness and their ability to develop programs has been a tremendous help to us in this regard.
>
> Among those firms that located facilities in Tulsa and who have benefitted from TJC's vocational-technical capabilities are American Airlines, Metropolitan Life Insurance Company, Avis Rent A car and Cities Service Oil Company. In addition, almost 200 local firms that have undergone expansion have also benefitted from TJC's abilities to implement courses and curriculum tailored to their particular needs.
>
> In summation TJC is a vital "partner" in Tulsa's economic development efforts and we wholeheartedly support federal programs that would provide more adequate funding for postsecondary vocational-technical programs.

We could add many to the record. This is just illustrative.

We applaud Congress concern for the handicapped programs, as shown by the set-asides established in the amendments. We hope these set-asides will be retained.

Since we sometimes hear comments that vocational programs are rarely discontinued we have information from Dr. Fred L. Wellman, executive secretary of the Illinois Community College Board. This letter, dated April 1, 1975 indicates that 35 occupational programs were withdrawn during 1972–73 in nine colleges. He goes on to list 27 additional occupational programs that would be discontinued in 14 colleges during this year.

Also, Mr. Chairman, on February 25, Dr. John D. Rowlett, the vice president of Eastern Kentucky University, testified as to the growth of less-than baccalaureate vocational programs in 4-year colleges and universities. Since that date President Robert Martin of that institution has supplied even later information that indicates that in 1967, before the 1968 amendments, there were 619 programs, technical programs, of less than baccalaureate level in these 4-year colleges and universities, involving 35,000 students. In 1975 it has expanded to 2,123 programs with an enrollment of 205,000.

One other aspect I would like to put on the record is as of July 1, the Bureau of Occupational and Adult Education will appoint three professionals to positions who have had professional experience in community colleges.

We appreciate the efforts of this Committee and in particular Congressman Meeds to bring this 1972 requirement of title X–C to fruition.

I have in my longer statement, Mr. Chairman, a quote from a gentleman at the table that I would like to put in, even though he is sitting here. The importance of these hearings cannot be overemphasized. This was eloquently expressed by your former colleague, the Honorable Roman Pucinski, in representing the National Advisory Council on Vocational Education before the Education Subcommittee of the Senate Committee on Labor and Public Welfare on April 11, 1975. His opening statement was as follows:

> These hearings come at a fateful time in our nation's history. We are on the eve of our Bicentennial celebration, which should be the occasion for recounting our strengths and achievements. At the same time our nation's economy is in one of its weakest periods and unemployment is soaring to one of the highest peaks in our history.
>
> In recommendation forwarded to the Domestic Council last January the National Advisory Council on Vocational Education pointed out that "America is rapidly losing the technical superiority that has been the base of our prosperity" and stated, "It must be the policy of the United States to reclaim the skills and productivity of the American people."

We believe that new legislation can stimulate the period ahead. Mr. Chairman, the procedure that you and Mr. Quie initiated at the start of these hearings in developing widespread discussion about vocational education has been most successful. We have had hundreds of hours of discussion within the community college family in meetings with local, State, and national groups. Some have generated resolutions sent to you. This concern is also indicated by the 55 Congressmen who have cosponsored eight versions of a vocational education bill drafted by AACJC.

I have the privilege to submit to you for the record a memorandum from the American Association of Community and Junior Colleges, American Association of State Colleges and Universities and the National Association of State Universities and Land-Grant Colleges. It has been attached to my longer statement.

Also, Mr. Chairman, for the record I submit a letter from the American Council on Education and its views on the upcoming vocational education legislation.

[Letter follows:]

AMERICAN COUNCIL ON EDUCATION,
Washington, D.C., June 23, 1975.

Hon. CARL D. PERKINS,
Chairman, Subcommittee on Elementary, Secondary and Vocational Education, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In your extensive hearings this spring on the renewal of vocational education legislation, several higher education associations presented separate views concerning the need for specific amendments to reflect the growing importance of postsecondary occupational programs. The following statement is submitted for the hearing record on behalf of the American Council on Education to emphasize three general points on which the postsecondary community is unanimous:

1. *Further participation of postsecondary institutions in occupational programs should be encouraged.*—The existing 15 percent setside for postsecondary occupational programs is obsolete. Nationally, a minimum of 35 to 40 percent of Federal vocational funds are spent on postsecondary or adult programs, reflecting a dramatic growth of creative and sophisticated occupational programs in community colleges, four-year colleges and universities across the country. There has also been a growth in part-time adult students, who now represent a majority of postsecondary enrollments, and whose relative importance is increasing each year.

However, as testimony before your committee has indicated, participation of postsecondary institutions varies widely from state to state. In some states the required setaside has not been met and the enormous potential for postsecondary programs has not been realized.

We believe that the need in our society for postsecondary occupational programs at the semi-professional or para-professional level is certain to increase in the future. This will require greater attention to the planning and coordination of postsecondary occupational programs, such as authorized by Title X–B of the Education Amendments of 1972. For this reason it seems desirable that the broad and important purposes of this authority, which has not yet been funded, be incorporated into the basic vocational authority.

It seems equally desirable to assure that a more realistic proportion of Federal vocational funds are directed to the postsecondary sector. At the same time we would not wish to deprive secondary schools of needed funds they are now receiving.

For this reason it would be our intention to support increased authorizations and appropriations for vocational programs, so that higher funding levels for postsecondary programs would not be achieved at the expense of operating and effective programs at the secondary level.

2. *Planning of postsecondary occupational programs should be coordinated with other postsecondary programs.*—The single state agency required by the law to administer vocational programs may be sound for purposes of administration and accountability of secondary programs. In fact, however, most state agencies with responsibility for vocational programs do not share responsibility for postsecondary education. We strongly believe that planning for postsecondary occupational programs should not be conducted separately or in isolation from planning for the entire range of postsecondary programs and institutions. It is particularly important for this planning to take into account the broadening occupational needs and interests of postsecondary students seeking to enlarge their employment opportunities.

Therefore we suggest that the present requirement for a sole state administering agency be amended to require appropriate participation of agencies having responsibility for postsecondary education in the planning and approval of postsecondary occupational programs.

3. *Further steps are needed to overcome sex bias in vocational education.*—Vocational programs at all levels have been seriously deficient in the provision of equal opportunities to women. To assure that such opportunities are available, the legislation should be amended to include (a) an explicit statement of purpose to overcome sex bias in vocational education, (b) a requirement that state plans identify steps being taken to overcome sex bias in vocational programs, (c) a priority in research and exemplary vocational programs for studies to determine methods to overcome sex bias, and (d) a stated responsibility of the National and State Advisory Councils to examine problems of sex bias in vocational programs, and to include adequate representation of women in their membership.

We appreciate this opportunity to present the views of the American Council on Education, representing some 179 national and regional associations and 1,386 institutions of higher education throughout the United States.

Sincerely,

CHARLES B. SAUNDERS, Jr.
Director.

Dr. TIRRELL. AACJC wishes to thank the Committee and the Chairman for the privilege of sharing our opinions on the Vocational Education Amendments of 1968. We stand ready to assist the Committee as they consider legislation to improve and update this fine legislation. Thank you.

Chairman PERKINS. Go ahead, Mr. Thiele.

[Prepared statement of John W. Thiele follows:]

PREPARED STATEMENT OF JOHN W. THIELE, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. CHAIRMAN. We welcome this opportunity to appear today to point out the positive impact of the 1968 Amendments, and some of the exemplary programs which have ben developed under its aegis. Much of the previous testimony before this Subcommitee has focused on the problems and shortcomings of vocational education programs and the need for corrective action. Constructive criticism and objective recommendations for improvement are the primary values of hearings such as these. However, the recommendations should be seen from the broader, as well as the more specific, perspective, and that includes the positive accomplishments in vocational education.

The Report of the Comptroller General on vocational education received much attention by the Subcommittee, as well it should. Its findings and recommendations were valid, for the most part. The unfortunate effect of the GAO report was the way it was interpreted in the press and elsewhere as a portrait of the failure of vocational education, which I do not believe was intended or justified. It should have been read within the wider context, which encompasses the progress and achievements in vocational education as well. We will try to provide that context today.

In its previous testimony, the NACVE stated that the best means of meeting the vocational education needs of our Nation "with maximum effectiveness, and with greatest emphasis on the needs of students, is through extension of the 1968 Vocational Education Amendments (PL 90-576)." We believe that PL 90-576 is an exemplary piece of legislation and the basic purpose and format of the Act should be retained. The recommendations made in our previous testimony for changes and revisions are made on the basis of the success of vocational education under the 1968 Amendments. The needed revisions and changes we suggested should enhance that success. In considering the extension of the Vocational Education Amendments of 1968, we are operating from a position of strength, not weakness.

As you know, Federal expenditures for vocational education have more than doubled since passage of the 1968 Amendments. The purpose of the Vocational Education Act is to insure that ". . . persons of all ages in all communities . . . will have ready access to vocational training or retraining. . . ." The Federal contribution has increased from $250 million in 1969 to more than $545 million in 1975. Over the last decade, Federal funds totaling $3 billion have been directed to helping provide vocational training. Ever increasing demands are being placed on local vocational and trade schools. For the last several years, enrollments have been growing at an annual rate of about nine percent, according to the latest reports of the House and Senate Appropriations Committees. States and local governments recognize the pressing needs in this area and have responded well. On the average, every Federal dollar of support has been matched by more than five dollars in State and local funds.

Enrollments have increased from 7.5 million in 1969 to over 14.5 million projected for the current year. Enrollments are expected to increase by one million more next year, according to Appropriations Committee figures.

Today, there are over 2,100 institutions at the secondary level that have a primary emphasis on vocational education. That does not include schools which offer only one or two occupational courses. At the post-secondary level, there are over 1,700 technical institutes and community colleges with a substantial portion of their enrollment in vocational education.

The number of teachers of vocational education has also been increased. According to U.S. Office of Education figures, there were 166,898 vocational teachers in 1969. There are currently 347,302 vocational education teachers, and unpublished data received by Project Baseline from the various States estimate that the stock of vocational teachers will rise to 662,857 by 1980. Part F of the Education Professions Development Act (vocational teacher training) has been instrumental in providing teacher training in this area. Authorization and funding for vocational teacher training must be continued if we are to meet the growing demand for vocational instruction, particularly in newly developing occupational fields. Although there is an oversupply of general education teachers, vocational teacher education still constitutes a special need. The NACVE has recommended that Part F of EPDA be incorporated into the new Vocational Education Act in order to help meet that need.

A look at the list of instructional programs identified by the U.S. Office of Education in secondary and post-secondary institutions indicates the wide range of courses available to students today, in response to the intent of the 1968 Amendments to develop programs in new and emerging occupations, as well as traditional ones. These include various aspects of agribusiness; distributive education programs such as advertising, finance and credit, industrial marketing, international trade, petroleum, and recreation and tourism; health professions such as medical lab assistant, occupational therapist, environmental health, mental health, and inhalation therapy; technology programs in aeronautics, environment control, scientific data, oceanography, police science, and air and water pollution; trade and industrial occupations such as aviation, business machines, diesel mechanics, industrial atomic energy, and metallurgy; and other programs such as child care, data processing, and institutional and home management.

Obviously, a strong curriculum development program is needed to establish programs such as these, and to keep them up to date. As we stressed in previous testimony, we urge that strong emphasis be placed on curriculum development, and that authorizations be increased for this purpose. Part I was written into the 1968 Amendments because Congress realized we could not modernize vocational education without a strong curriculum development component. Part I has made a significant contribution in the development of new programs, and its continuation is essential if we are to keep current with the rapid changes in the world of work. We have pointed out before our dismay at the action of the Appropriations Committees of Congress which have reduced funds for vocational education curriculum development from $4 million to $1 million, on the grounds that the needed support was being provided under other programs "such as career education." The curriculum development being done in the name of career education does not meet the specific skills training requirements of vocational programs. We urge that the committee make this point clear in the new legislation.

A survey of reports by the State Advisory Councils on Vocational Education reveals some of the exciting programs in operation today to meet local and national needs, developed under the impetus of the 1968 Amendments. Hazard, Kentucky has an outstanding heavy equipment program, which is conducted in cooperation with local industry and the State Highway Department, and covers heavy equipment repair and operation. The Kentucky Equine Education Program at Lexington is certainly an example of vocational education responding to needs and opportunities in the local community. This program trains individuals in the care and handling of horses, as horse trainers and jockeys, and other aspects of the thoroughbred horse industry. Madisonville, Kentucky has the Mine Mechanics Institute, and an outstanding health professions program, with training in seventeen areas of health occupations.

In general, Kentucky has an excellent comprehensive system of vocational education administration, with fourteen staffed regions to assist in the planning operation and monitoring of programs. Kentucky also has an active and effective State Advisory Council, which has taken the lead in establishing regional and local advisory groups to assist in the planning and evaluation of programs.

One of the most unique programs in response to new methods and technology is in Hutchinson, Minnesota. It is a course in non-destructive testing, a new process by which any material can be tested without distoring its shape or size, or destroying the material or article. This is a highly important new technique which is being utilized increasingly throughout the country. The program at Hutchinson currently has an enrollment of twenty-eight students. It has a one hundred percent placement rate for graduates. The demand for students comes from all over the U.S., with starting salaries ranging from $11,000 to $14,000 per year.

Allied health programs are increasing throughout the country. Three come immediately to mind as examples. The Houston schools in Texas have an extensive program operated in conjunction with Baylor Medical Center. Baltimore, Maryland also has an outstanding health occupations program in cooperation with local hospitals and universities. Watertown, South Dakota has one of the two top dental assistance schools certified in the U.S., with one hundred percent placement for students completing the course.

The administration and effective functioning of programs is as important as program content. In our earlier testimony, we pointed out the need for better articulation between secondary and post-secondary programs. A greatly increasing amount of vocational training is occurring at the post-secondary level, particularly in community and junior colleges. A recent survey by the NACVE of State Advisory Councils indicates that more than half the states are spending over twenty-five percent of Federal funds for post-secondary vocational programs. The 1968 Amendments require a minimum of fifteen percent for post-secondary education. Eleven of the states responding to the survey report spending from fifty to seventy-five percent for this purpose. Clearly, the trend is toward greater involvement of post-secondary institutions in vocational education. For this reason, the NACVE recommended that the minimum set-aside for post-secondary vocational education be increased to twenty-five percent in the new legislation, with a similar set-aside of twenty-five percent for secondary education, so that states could allocate up to, but not more than, seventy-five percent for post-secondary programs. But this should develop, as it has to date, on the basis of the strengths and needs within each state. The programs for secondary and post-secondary vocational education should be developed under one comprehensive state plan for vocational education, which will improve articulation between the two levels and prevent duplication of programs. The fact that this can be accomplished is illustrated by a successful program in Pennsylvania. The Lehigh Community College and the secondary Area Vocational Technical School have interchangeable facilities and programs. Students from one institution can attend classes and receive credits from the other. Secondary students can get up to two years of credit from their high school courses in certain areas, which are transferable to the community college. With effective, comprehensive planning, there is no reason why this system could not work on a statewide basis. Effective planning is evident in Alabama's statewide network of nineteen junior colleges and twenty-eight technical schools offering one hundred different post-secondary vocational programs. Students can choose the courses they want from any institution, with free transportation provided to move them to the schools of their choice.

Improved planning and evaluation are essential for effective vocational education programs related to job market needs. The NACVE, which believes that the State Plan is the heart of the Vocational Education Act, made a number of recommendations in its previous appearances before this Subcommittee for tightening and improving the state planning procedure, and I refer you to our earlier testimony. Reports of the State Advisory Councils over the past years have indicated that in many states the State Plan is treated merely as a compliance document for the receipt of Federal funds, rather than an effective planning procedure. Many states have not conducted a thorough needs assessment as intended by the 1968 Amendments. The SACVEs have also complained that the U.S. Office of Education has not conducted a proper review and evaluation of the State Plans and programs. However, the fact that improvements in planning and evaluation are needed is not an indication that the process outlined in the 1968 Amendments has been a failure.

I believe I can safely generalize and say that the planning in each state is far superior today to what it was a decade ago. To cite just one specific example, Ohio has a statewide plan for vocational education based on state law, which was stimulated by the 1968 Amendments, requiring all school districts to provide an adequate vocational education program for all youth in parts of the state. Eighty-six and seven-tenths percent of all districts have provided such programs, and the Board of Education has set a deadline of September of this year for all districts to meet the standards.

Each of the local planning districts has a plan based upon the relationship of the statewide goals to their districts on a one-year and four-year basis. Department of Labor trends data for occupations are adapted statewide first, and then to each local vocational education planning district.

We believe that the experience gained during the past seven years since passage of the Vocational Educational Amendments of 1968 is beginning to pay off. Programs have grown in variety and complexity, enrollments have increased, and public awareness of vocational and technical education options have come to the fore. Vocational education is finally emerging into the mainstream as a result of the 1968 Amendments. Along with it there is emerging a new sophistication on the part of everyone involved in and concerned with vocational education—the educators and administrators, students and their parents, the evaluators, the business and labor community, and the general public.

There is an awareness of the need for effective, comprehensive planning, and the fact that the process has not yet fully evolved as envisioned in the 1968 Amendments is no indication that it cannot happen in the near future. In a sense, the 1968 Amendments set the stage, and I think that the concept of needs assessment, planning, and evaluation is now an accepted part of our pattern of thinking with regard to vocational education. I believe that renewed emphasis on the state planning procedure in the new legislation will yield surprisingly effective results. The Vocational Education Amendments of 1968 were, in a sense, a tooling up process similar to what industry experiences in launching a new product or diversifying its operations. It has taken a little longer than industry could tolerate, but that has to be accepted in a system this slow to change. But now we're ready to go. The physical plant is in place, the programs are there or far along in the development stage, the personnel is there to teach the students, and the students are at the door. In this respect, the 1968 Amendments are an unqualified success. No one expected it to happen overnight, and the fact that problems were encountered along the way is not an indication of failure. As Roman Pucinski told you last April, the fact that there have been some problems in the implementation and administration of the 1968 Amendments is no reason to scrap them and start all over again. Now is the time to move vigorously ahead on the basis of what has been achieved, and to insure that the Act is effectively implemented. I do not think you will find opposition from any quarter with respect to this goal.

The seeds which were planted in 1963 and 1968 are now on the verge of fruition, and everyone involved is anxious to reap a rich harvest. This is particularly true of the members of the vocational education advisory councils at both the national and state levels. They have done a lot of hoeing and weeding and watering over the past few years, and now have a good feel for the job they were established to do.

After a period of uncertainty and experimentation, and with meager resources to back them up, the Advisory Councils themselves have now matured and grown in sophistication. I believe you will now begin to see a much better product from them, and the advisory council system will now begin to fully realize and carry out the intent of Congress.

As a businessman, I believe that the Advisory Councils are the best vehicles for interfacing the public and private sectors in the field of education. These lay citizens, representing business, labor, students, and other community interests are bringing a new perspective to education, and are interacting with educators in a positive way to make our educational programs more relevant and meaningful.

Mr. Chairman, education should be job-specific and job-relevant. The Vocational Education Amendments of 1968 have done much to lead us toward that goal. The career education concept is also increasing public awareness of the opportunities available for youth and adults. As this continues, the demand for vocational education will far outstretch the capabilities of our institutions to provide it. We must now build upon the experience and success of the Vocational Education Amendments of 1968 and fully implement and expand these programs so that ". . . persons of all ages in all communities . . . will have ready access ot vocational training or retraining. . . ."

STATEMENT OF JOHN W. THIELE, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Mr. Thiele. Thank you, Mr. Chairman. It is a pleasure to be here. As chairman of the Advisory Council and particularly as a businessman representing a large company in an industry that both has employed and presently is employing many of the graduates of the kinds of programs we are talking about, as a businessman I get a little lonely when I am surrounded by educators. Today I must say it is very comforting to have a man of the caliber and experience and background of Roman Pucinski with me as legislative chairman. I am sure Roman will want to make a few comments when I finish summarizing our prepared testimony.

We also have with us and will introduce very quickly from our staff here in Washington Ruth Tangman, Irwin Pressell, George Wallrodt, our legislative liaison and also Ann Bailey sitting behind me, who is our liaison person with the Office of Education.

I think it is also particularly pertinent that Roman is with me today both as a Congressman and as a person who has made a great contribution to this field but perhaps more broadly as an alderman and representative of one of the largest urban areas in the country and also another businessman.

So I will summarize our testimony and then turn over to a gentleman, to Roman.

Mr. Chairman, we welcome this opportunity to appear today to point out the positive impact of the 1968 amendments and some of the exemplary programs which have been developed under its aegis. Much of the previous testimony before this subcommittee has focused on the problems and shortcomings of vocational education programs and the need for corrective action. Constructive criticism and objective recommendations for improvement are the primary values of hearings such as these. However, the recommendations should be seen from the broader, as well as the more specific perspective and that includes the positive accomplishments in vocational education.

In its previous testimony the NACVE stated that the best means of meeting the vocational education needs of our Nation "with maximum effectiveness and with greatest emphasis on the needs of students is through extension of the 1968 Vocational Education Amendments, Public Law 90–576." We believe that Public Law 90–576 is an exemplary piece of legislation and the basic purpose and format of the act should be retained.

The purpose of the Vocational Education Act is to insure that "persons of all ages in all communities will have ready access to vocational training or retraining." The Federal contribution has increased from $250 million in 1969 to more than $545 million in 1975. Over the last decade Federal funds totaling $3 billion have been directed to helping provide vocational training. Ever-increasing demands are being placed on local vocational and trade schools. For the last several years enrollments have been growing at an annual rate of about 9 percent according to the latest reports of the House and Senate Appropriations Committees. States and local governments recognize the pressing needs in this area and have responded well. On the average every Federal dollar of support has been matched by more than $5 in State and local funds. If you look at that briefly we see that in just the last year then about $3 billion has been spent at the State and Federal level, which about equals the total Federal funding in the last decade.

Enrollments have increased from 7.5 million in 1969 to over 14.5

million projected for the current year. Enrollments are expected to increase by 1 million more next year, according to Appropriations Committee figures. We have come a long way since 1963 and 1968.

Today there are over 2,100 institutions at the secondary level that have a primary emphasis on vocational education. That does not include schools which offer only one or two occupational courses. At the postsecondary level there are over 1,700 technical institutes and community colleges with a substantial portion of their enrollment in vocational education.

The number of teachers of vocational education has also been increased. According to U.S. Office of Education figures there were 166,898 vocational teachers in 1969. There are currently 347,302 vocational education teachers and unpublished data received by Project Baseline from the various States estimate that the stock of vocational teachers will rise to 662,857 by 1980. Part F of the Education Professions Development Act, vocational teacher training, has been instrumental in providing teacher training in this area. Authorization and funding for vocational teacher training must be continued if we are to meet the growing demand for vocational instruction, particularly in newly developing occupational fields. Although there is an oversupply of general education teachers, vocational teacher education still constitutes a special need.

A look at the list of instructional programs identified by the U.S. Office of Education in secondary and postsecondary institutions indicates the wide range of courses available to students today in response to the intent of the 1968 amendments to develop programs in new and emerging occupations as well as traditional ones. These include various aspects of agribusiness as well as distributive education programs such as advertising, finance and credit, industrial marketing, international trade, petroleum and recreation and tourism; health professions such as medical lab assistant, occupational therapist, environmental health, mental health and inhalation therapy; technology programs in aeronautics, environment control, scientific data, oceanography, police science and air and water pollution; trade and industrial occupations such as aviation, business machines, diesel mechanics, industrial atomic energy and metallurgy; and other programs such as child care, data processing, and institutional and home management.

Obviously a strong curriculum development program is needed to establish programs such as these and to keep them up to date. As we stressed in previous testimony, we urge that strong emphasis be placed on curriculum development and that authorizations be increased for this purpose.

A survey of reports by the State advisory councils on vocational education reveals some of the exciting programs in operation today to meet local and national needs, developed under the impetus of the 1968 amendments. I would like to add that during my travels as a businessman and for the Advisory Council, I take advantage of these opportunities in our free time to visit some of these vocational-technical schools and see what is going on. It is indeed, as Lowell pointed out, a very exciting experience. We would like to name two or three exceptional examples from our contacts with State advisory councils in the last week or two.

We would also like to point out two very interesting programs. Hazard, Kentucky has an outstanding heavy equipment program which is conducted in cooperation with local industry and the State highway department.

I was interested to find that Kentucky has an equine education program at Lexington which trains people who handle horses, horse trainers and jockeys and other aspects of the thoroughbred horse industry.

Madisonville, Ky. as Lowell pointed out has a mine mechanics institute and an outstanding health professions program, with training in 17 areas of health occupations.

In general, Kentucky has an excellent comprehensive system of vocational education administration with 14 staffed regions to assist in the planning operation and monitoring of programs. Kentucky also has an active and effective State advisory council which has taken the lead in establishing regional and local advisory groups to assist in the planning and evaluation of programs.

One of the most unique programs in response to new methods and technology is in Hutchinson, Minn. It is a course in nondestructive testing, a new process by which any material can be tested without distorting its shape or size, or destroying the material or article. This is a highly important new technique which is being used increasingly throughout the country. The program at Hutchinson currently has an enrollment of 28 students. It has a 100 percent placement rate for graduates. The demand for students comes from all over the United States with starting salaries ranging from $11,000 to $14,000 per year.

Allied health programs are increasing throughout the country. Three come immediately to mind as examples. The Houston schools in Texas have an extensive program operated in conjunction with Baylor Medical Center. Baltimore, Md., also has an outstanding health occupations program in with local hospitals and universities.

The administration and effective functioning of programs is as important as program content. In our earlier testimony we pointed out the need for better articulation between secondary and postsecondary programs. A greatly increasing amount of vocational training is occurring at the postsecondary level, particularly in community and junior colleges. A recent survey by the NACVE of State advisory councils indicates that more than half the States are spending over 25 percent of Federal funds for postsecondary vocational programs. The 1968 amendments require a minimum of 15 percent for postsecondary education. Eleven of the States responding to the survey report spending from 50 to 75 percent for this purpose. Clearly the trend is toward greater involvement of postsecondary institutions in vocational education. For this reason the NACVE recommended that the minimum set-aside for postsecondary vocational education be increased to 25 percent in the new legislation with a similar set-aside of 25 percent for secondary education so that States could allocate up to but not more than 75 percent for postsecondary programs.

But this should develop, as it has to date, on the basis of the strengths and needs within each State. The programs for secondary and postsecondary vocational education should be developed under one comprehensive State plan for vocational education, which will improve articulation between the two levels and prevent duplication of programs. The fact that this can be accomplished is illustrated by a successful program in Pennsylvania. The Lehigh Community College and the secondary Area Vocational Technical School have interchangeable facilities and programs. Students from one institution can attend classes and receive credits from the other. Secondary students can get up to 2 years of credit from their high school courses in certain areas, which are transferable to the community college.

Last week we had the opportunity to meet one of the fine superintendents of another school in Battle Creek, Mich., where the vocational-technical school was on one side of the street, across from the community college.

With effective comprehensive planning there is no reason why this system could not work on a statewide basis. Effective planning is evident in Alabama's statewide network of 19 junior colleges and 28 technical schools offering 100 different postsecondary vocational programs. Students can choose the courses they want from any institution, with free transportation provided to move them to the schools of their choice.

Improved planning and evaluation are essential for effective vocational education programs related to job market needs. The NACVE, which believes that the State plan is the heart of the Vocational Education Act, made a number of recommendations in its previous appearances before this subcommittee for tightening and improving the State planning procedure and I refer you to our earlier testimony.

Chairman PERKINS. I wonder if you would have any objection to putting the rest of your statement in the record. Several of us have meetings this morning. I know you want to call on your friend, Mr. Pucinski. Without objection the remainder of the statement will be inserted in the record.

Mr. PUCINSKI. Mr. Chairman, I am aware of the time problem so I will be very brief. There is not much that I can improve on Jack Thiele's statement and the other statements. I think an impartial reading of the testimony this morning will show that the bottom line shows that vocational education has made extraordinary gains in this country since the 1968 amendments.

We urge the committee to proceed cautiously and carefully in accepting any amendments to the 1968 act simply because all the materials are now on the line. The guidelines are now there. The State vocational advisory councils are developing some very exciting plans. It seems to me that the best testimony is the fact that since 1968 the enrollment in vocational education in this country has more than doubled, from 7 million to 14 million students. I think that speaks louder than anything we could say about the success of the program.

More important perhaps is the fact that in our postsecondary vocational schools and community colleges, while most universities around the country are seeing a very serious decline in population, the community colleges are over subscribed and throughout the country most of them or at least many of them have long waiting lists of students to get in.

So it seems to me the record is very clear. The 1968 amendments have been successful.

Chairman PERKINS. Let me ask my former colleague—a great proponent of vocational education if there ever was one—we have large waiting lists in some area schools in the country where youngsters have not completed high schools and simultaneously have large waiting lists at the post secondary level where they are to complete grades 13, 14 and specialize in some trade or craft or electronics. How are we going to allocate more funds to the technical schools and at the same time keep the ongoing programs going in areas where the resources are not present without having a flexible formula in this bill? Would you want to comment on that, Roman?

Mr. PUCINSKI. As you know, Mr. Chairman, we have already recommended the 25 percent set-aside for postsecondary instead of the 15 percent because of the additional needs because in most States they are already spending in excess of 25 percent. It would seem to me that within that framework——

Chairman PERKINS. What worries me, what bothers me the most, is the inadequacy of the funding. If we had ample funding we would not have any problem here at all. No problem. But with the cutback that the Administration is recommending how are we going to solve this problem?

Mr. PUCINSKI. I think that the record of the success of vocational education both at the secondary and postsecondary level speaks for itself. Obviously it is the function of Congress to set the priorities. The testimony here this morning shows you that you are on very safe ground in "biting the bullet" and providing the kind of financial assistance that is necessary for this program even if we have to do without the expense of other programs, there is no question in my mind.

Chairman PERKINS. I agree with you. But if we get a veto, where would we be?

Mr. PUCINSKI. I would like to refresh your recollection that the one veto we were able to override was the appropriation for vocational education in 1971. I believe it was, 1972, somewhere through there. So the Members of Congress are responsive.

Chairman PERKINS. I am for beefing this amount up. It has got to be beefed up if we are going to do our full responsibility insofar as the dropouts are concerned. I would like to see it more than doubled myself.

Mr. PUCINSKI. Mr. Chairman, on that score I would like to put in the record at this point a chapter from an excellent book prepared by the Office of Education, "Seminars on Occupational Clusters." I would hope that perhaps the whole document can become a part of the record. But this particular chapter written by Dr. Simpson on the part I vocational education amendments of 1968 and what they have been doing in OE, developing curriculum to meet these growing needs, I would hope that one area where Congress would be responsive to correcting a great injustice of last year was when they cut down part I from $4 million requested by the administration to $1 million.

[Committee insert follows:]

CLUSTER CURRICULUM DEVELOPMENT, PART I, VOCATIONAL EDUCATION AMENDMENTS OF 1968

(By Elizabeth J. Simpson, Dean, School of Family Resources and Consumer Science, University of Wisconsin)[1]

Curriculum development in 15 occupational clusters identified for vocational and technical education, was initiated in fiscal '71. By 1974, all 15 clusters had been addressed with the major objective of the development of transportable curriculum guides for occupational exploration and preparation for entry occupations or for further occupational training in the cluster. The following table presents the distribution of Part I funds by occupational clusters, fiscal '71–74.

DISTRIBUTION OF PT. I FUNDS BY OCCUPATIONAL CLUSTERS, 1971-74

Clusters	Fiscal year—			
	1971	1972	1973	1974
Agribusiness and natural resources	$149, 913	$260, 000	0	$94, 332
Business and office	200, 000	0	$520, 314	0
Communications and media	570, 000	0	241, 830	0
Construction	150, 000	71, 705	262, 786	0
Consumer and homemaking education	164, 383	195, 724	162, 144	0
Environment	296, 236	0	0	0
Fine arts and humanities	0	0	26, 109	277, 588
Health	0	200, 000	500, 000	0
Home economics	0	0	0	576, 280
Hospitality and recreation	103, 012	0	0	277, 226
Manufacturing	150, 000	0	250, 000	0
Marine sciences	0	0	0	100, 383
Marketing and distribution	0	24, 000	189, 853	0
Personal services	200, 000	0	0	249, 945
Public services	150, 000	0	229, 707	499, 778
Transportation	150, 000	49, 396	250, 000	0
General career education	0	1, 137, 661	273, 729	915, 441

Following are descriptions of the major occupational cluster curriculum projects funded under Part I. These efforts are resulting in curriculum materials which will help to achieve the ideal of a marketable skill for each high school graduate, as well as provide a solid foundation for further occupational preparation.

AGRIBUSINESS

The curriculum project in Agri-business, Natural Resources, and Environmental Protection is designed to facilitate the processes of career education at the various stages of career awareness, orientation, exploration and preparation. Personnel from three universities, State staff member, and 32 teachers have been involved in the development of this project. Field testing of the guide is currently underway. Major tasks include:

1. To identify the major agri-business, natural resources and environmental protection occupations;
2. To determine the state-of-the-art in this curriculum cluster;
3. To develop and validate curriculum guides; and
4. To print and disseminate copies of the guides to each of the 50 States.

BUSINESS AND OFFICE

Due for completion in 1975 is a project to develop and validate curriculum guides to comprise an instructional system for teacher use in career development and preparation in business and office occupations, K–14. These guides, adaptable for use throughout the country, cover occupational awareness, orientation, and vocational preparation. Following a period of review and revision of existing materials and the preparation of curriculum modules, field tests began in four States. After the results of the field tests have been gathered and further revision, the project will set up a dissemination conference for State consultants for the business and office occupations.

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[1] (At the time of presentation, Dr. Simpson was the Chief, Curriculum Development Branch, U.S. Office of Education).

COMMUNICATIONS AND MEDIA

One of the first occupational cluster curriculum projects undertaken was in the Communications and Media Cluster. The major purpose is the development of curriculum guidelines for the exploration and preparation levels in the cluster. The project was extended to permit field testing of the materials under development, as well as initial development of materials for the orientation level. Upon completion these efforts will result in a related set of career education orientation, exploration and preparation learning activities available for publication and dissemination through the Government Printing Office.

HEALTH

The Allied Health Professions Curriculum Project which covers both secondary and postsecondary levels is concerned with the development of curricula for 26 different allied health occupations. Task inventories were completed for all 26 occupations, occupational analyses on a national basis were completed for 16 occupations, and curricula and instructional materials were either completed or partially completed for seven programs. The greatest impact has been in nursing, medical records, clinical laboratory, prostheticsorthotics, dental hygiene, and the Secondary Schools Allied Health Occupations.

The basic nursing curriculum had been adopted by approximately 350 nursing education programs nationwide as of July, 1973. As of March, 1974, this figure is estimated to have doubled. Similar impact has occurred in medical records, clinical laboratory, dental hygiene, and the secondary school programs.

HOSPITALITY, RECREATION, AND TOURISM

The primary purpose of this project was to develop comprehensive teacher-oriented curriculum guidelines for leisure occupations at the exploration and preparation levels of the career education model. The final products comprise printed guides for use by teachers in integrating career education for leisure occupations in curriculum at grades 9 through 12. Since the field of recreation and tourism may have inherent employment attractions for the disadvantaged, handicapped and other minorities, motivation factors causing people to enter, continue to leave this occupational area have been assessed in a pilot study.

Dissemination of the guides has included 500 copies to the States; 4,000 copies to local education agencies; and 500 copies to colleges and universities. In fiscal '74, a second major project was funded for further work in the Hospitality, Recreation and Tourism cluster.

CONSUMER AND HOMEMAKING

The development of flexible teaching curriculum modules on consumer education, which can be adapted by teachers to serve a variety of learners of varying ages, socioeconomic levels, cultural backgrounds, and life styles was funded in fiscal '72. The following objectives were achieved by this project:

1. Identification and review of available curriculum materials in consumer education and a determination of gaps in the materials;
2. The development of teaching modules to supplement existing materials;
3. Field testing of modules;
4. Design and development of consumer education teaching modules which can be used by or adapted by teachers or leaders of youth organizations, teachers of pre and in-service teachers of grade 9–14 or adults, and students of any age for self instruction; and
5. Dissemination of the curriculum modules for use in vocational-technical education programs.

More than 300 home economics, business and office, and distributive education teachers participating in the field test with some 15,000 students from a variety of socioeconomic levels and cultural backgrounds. Testing included schools and non-school learning centers and involved students in grades 9–14; adults, senior citizens, and vocational youth groups. This project resulted in a set of consumer education teaching modules, which have been printed by the Government Printing Office.

In fiscal year '74, a contract was awarded for the development of ungraded curriculum guides for home economics-related occupations in the areas of: 1) child development, family relations, and homemaker/home-health occupations, 2) clothing and textiles occupations, 3) foods and nutrition occupations, 4) home management and family economics occupations, and 5) core of knowledges and skills associated with home economics-related occupations. In this cluster also, further work is needed in the development of curricula for the homemaking aspect of home economics in order to achieve a program more responsive to social conditions and needs.

FINE ARTS AND HUMANITIES

A small grant award in fiscal '73 was for the purpose of inquiring into the relationship between the fine arts and career education. Specifically, a three-day conference was held to examine the theoretical and practical issues surrounding the arts as an occupational cluster. Twenty participants prepared papers identifying the basic educational literature on the arts; problem areas; and general guidelines for the fine arts and humanities curricula at the elementary, middle and secondary levels. Participants also analyzed a new concept, "The cultural service field," which would afford career preparation in occupations which support the fine arts, such as: art dealership, public relations; gallery management; set design; costuming; lighting.

Over 2,000 copies of "The Arts, Cultural Services, and Career Education" have been published in a special issue of *The Journal of Aesthetic Education.*

In fiscal year '74, a contract was awarded for the development of curricula for the occupational cluster of Fine Arts and Humanities. Curriculum guides are to be developed for occupational exploration, orientation, and preparation for the junior and senior high levels.

CONSTRUCTION

The purpose of the Construction cluster project which began in 1971 was to develop instructional materials to be used at the secondary level for career development for construction occupations. The instructor's guides for grades 9 and 10 and for grades 10, 11 and 12 include: behavioral objectives, suggested activities for students and instructors, sources of information, related academic theory, and examples of lesson plan development. An in-depth exploratory approach introduces the student to construction occupations in seven broad areas—wood, metal, masonry, electrical, finishing, heavy equipment operations, and engineering and support services. One guide focuses on a choice for skill development within one of the seven areas. The student's resource manual for the exploratory phase enables the student to establish a broad base of information about occupations within the construction industry from which reasonable career decisions can be made. The student's resource manual for the skill development phase provides the basic technical information to coincide with and supuplement the development of skills relevant to the specific job family within the related occupational field.

A grant extension, funded in 1973, provided for the validation of the materials in a number of representatives school systems. In addition, the project is to develop materials for grades 7 and 8; develop an inservice training guide; conduct inservice training for instructors in the pilot schools; and collect information, which will be used in the development of a postsecondary articulation guide covering each of the five original cluster areas.

ENVIRONMENT

Workshops and one-half day conferences with a focus on environmental occupations as a career field were held around the country. Conferees included superintendents of local school districts or their representatives. The objectives of these conferences were:

1. To develop a basic understanding of career education concepts.
2. To stimulate environmental awareness among educational personnel and subsequently students.
3. To promote quality curricular programs in the environmental portion of career education.
4. To provide a sound basis for student career choices through improved vocational guidance and career counseling information.

Each delegate attending received a completed handbook which contained a comprehensive overview of the key concepts for which the conferences were organized and a complete library of information on environmental occupations;

two environmental education courses designed for high schools; and an annotated bibliography of literature, audiovisual material, and programs of ecological-environmental content.

A publication, *Career Education and the Environment* was printed by the Government Printing Office. Over 35,000 copies have been sold.

MARKETING AND DISTRIBUTION

A grant was awarded for the purpose of developing an annotated bibliography of distributive education materials, to serve as one basis for curriculum decisions in the development of distributive education curricula. Personnel from seven States were involved in the review and evaluation of annotated materials, and as a result—a 695 page, two volume annotated bibliography was developed. Copies were disseminated to the 50 State departments of education, to local education agencies as requested, to every distributive education teacher and every State supervisor for distributive education.

A project begun in 1973, is designed to prepare two resource guides, for the inclusion of the marketing and distribution occupational cluster within the framework of career education. One guide provides a general conceptual framework for curriculum development in marketing and distribution. The other includes all aspects of a curriculum presentation for exploratory experiences in the middle school years. Fundamental to the development of materials for this project is the review of literature, programs, projects, and the U.S.O.E. occupational taxonomies relating to career and distributive education.

Guides in draft form were presented to a national conference of 100 educators for further inputs from the field. Before printing and dissemination, field tests will be conducted in three different settings and will involve integration with other occupational exploration materials or in-depth exploration.

MANUFACTURING

The purpose of the Manufacturing cluster project is to develop a nationally applicable, high school level curriculum for use at grades 9 and 10, 11 and 12 in the manufacturing occupations. The project uses an integrative model which delineates manufacturing functions, processes and products and provides a useful design for teaching manufacturing at the four successive phases of career education. It represents a synthesis of vocational, industrial arts and general education and also involves working relationships between education and industry.

Teaching guides include learning activities, learning objectives, materials/media, and means of evaluation as well as guidance information. Student resource manuals are designed for the exploratory and preparation levels and provide preparation for job entry, postsecondary training, or higher education. The manuals also include means for student self-assessment.

The materials have been field tested at five sites and final teaching guides and student resource materials should become available in 1975.

PUBLIC SERVICES

The Public Service cluster project includes a national search for exemplary public service programs and instructional materials; development of teacher's guides for the four phases of career education; pilot testing of these guides; preparation of an articulation component between senior high and post secondary institutions; and the development of a "coordinator's implementation guide" for use by local school district staff.

The public service occupations cluster was divided into eight sub-clusters and a "common core" was established for content material found to be common across the full cluster. There is a set of guidelines for an exploratory program at the junior high school level as well as materials applicable to more specialized study in each of the sub-clusters. These materials have been field tested at eight locations, including California and New York and have involved nearly 5,000 students. In addition, the project has established liaison channels with over 80 organizations and groups and has involved over 500 individuals from 21 States in its development and implementation.

In fiscal '74, a contract was awarded for the development of a series of films and related print-based instructional materials on the common core materials in the Public Services curriculum development project. The films are designed for delivery by cable TV to provide occupational instruction in the home.

PERSONAL SERVICES

A proposal was funded in FY '74 for curriculum development in the Personal Services area. The purposes of this project are to determine: the state-of-the-art, specific bases for curriculum decisions in the area; curriculum in junior and senior high school levels for occupational exploration and preparation; and to develop such modules as may be needed for developing awareness and training for the personal services occupations. All materials will be field tested at a minimum of three sites.

TRANSPORTATION

A project funded in fiscal '73 as an extension of an existing grant, was designed to produce and validate curriculum materials, student resource manuals, a teacher's guide to career orientation in transportation, and a guide directed to the transition from K–12 to postsecondary transportation occupations education. Curriculum development of Phase II and postsecondary articulation materials was planned for January, 1973 to June, 1974. Pilot testing of Phase III and IV materials was planned for the 1973–74 and 1974–75 school years, and pilot testing of the Phase II and postsecondary materials was projected for the 1974–75 school year. The period from June, 1975 to December, 1975 will be used for revision, updating, and preparing materials for final publication through a commercial publisher.

The project has generated a great deal of interest in this new occupational cluster. Material from the teacher's guides has been adapted and used in an information booklet, "The Sky's Not the Limit for a Career in Transportation." Articles have appeared in several professional journals. A secondary and postsecondary consortium for transportation education in the San Francisco area has been formed as a direct result of this project.

MARINE SCIENCES

In FY '74, a project was funded for the purpose of determining the state-of-the-art of marine science education and the resultant implications for future educational programs and curriculum decisions related thereto in the context of the career education theme. The general objective of this project is to develop a publication tentatively titled *Career Education in Marine Science Occupations—Guidelines for Curriculum Development in Grades K–14.*

ARTICULATION OF SECONDARY AND POSTSECONDARY PROGRAMS IN FIVE OCCUPATIONAL CLUSTER AREAS

As secondary school programs in career education become more sophisticated, articulation problems with respect to postsecondary education may become more complex. The basic purposes of this project were to identify and study the existing and potential problems of articulation between high school and post secondary career education programs and to develop suggested guidelines to solve these problems, if they occur.

Project staff members obtained information and materials concerning articulation problems and their solutions from five on-going occupational education curriculum projects and various postsecondary occupational programs in the cluster areas of construction, manufacturing, public service, transportation, and communications and media. The resultant publication focusses on admissions policies for postsecondary occupational education programs; open door admissions requirements; student testing for entry level or advanced credit or placement; counseling at both secondary and postsecondary levels; student attrition rates; adult education programs; and student recruitment and job placement activities.

MONITORING OF PART I PROJECTS

Monitoring of curriculum projects funded under Part I is shared by specialists in technical areas throughout BOAE and members of the Curriculum Development Branch. This is a particular strength of the Curriculum Development Program. It means that technical specialists in the content fields are contributing the benefits of their expertise [illegible] the projects and are, in turn, increasing their expertise through contact with specialists in the field.

IMPACT OF CLUSTER CURRICULUM PROJECTS

Since it takes at least two years to develop and test a major curriculum package, and an additional four months or so for printing and dissemination, the impact of much of the early Part I effort is only now being felt. A number of projects more recently funded are in the development and testing phases. Nevertheless, there are many evidences that the Part I Curriculum Program is contributing significantly to broadening the concept of vocational education and improving the quality of its programs—and that is the broad purpose of this program.

Beyond the occupational clusters and building on the cluster curriculum efforts there is need for specific occupational preparation curricula for both secondary and postsecondary levels. Continuous curriculum development is essential for updating and for the achievement of curricula for emerging occupations.

Mr. PUCINSKI. This to me was a great tragedy because if you look at this chapter I think spending money for curriculum development is one of the most exciting results of the 1968 amendments. I do hope that your staff will look at this.

Chairman PERKINS. Our staff will look at it.

Mr. PUCINSKI. We can talk all we want about modernizing voc ed. But if we don't give them curriculum development you are not going to modernize it. So I hope the dollars will follow the idea.

Chairman PERKINS. You have no problem with Perkins. We have got a recommendation from the administration. Go ahead.

Mr. THIELE. One other aspect in answer to your question that you voiced earlier that I think is unique in this field, near the end of my testimony I was pointing out the maturing of the advisory council concept. It seems to me we have a strong network of advisory councils. We have our council along with the AVA and other constituencies which can provide a great deal of backup and expertise at the State and local level as well as the national level through their work with the Congressmen and what have you.

So I feel that with this network we are in a much better position to support the kinds of things, the kinds of problems, you were talking about than perhaps other groups are.

Mr. PUCINSKI. Also, Mr. Chairman, I think it is important to remember that the 1968 amendments were passed when this country was in its eighth consecutive year of prosperity. Even with 8 years of uninterrupted economic growth we still had a 3.2 percent unemployment rate. One of the great strengths of this act of 1968 was to try and retrain and train people particularly in adult education and they were trained.

So as we had said, as was stated in our earlier statement, this country is going to a $2 trillion GNP by roughly 1980 or 1981. We are going to need the kind of skilled help that this Vocational Education Act provides to run American industry.

I think both the administration and the Congress have to realize that our greatest single danger, once we roll out of this present economic turmoil, is going to be skilled help. I know of estimates that show that by 1980 less than 5 percent of the American labor force is going to be unskilled.

Chairman PERKINS. In certain areas now the shortage is terrific.

Mr. PUCINSKI. That is the point. Mr. Greenspan said the recession is bottoming out. That is not the important thing he said. The important thing he said is that we are going to have an unemployment rate of 7½ percent for the rest of this year and it will drop down to around 7 percent next year. That is rather interesting, that many of those people laid off today will have to be retrained through adult education training programs incorporated in this if they are going to find gainful employment.

This is one of the great strengths of this legislation.

Chairman **Perkins**. Let me ask a few questions here that I would like to ask. Mr. Burkett, what do you consider to be the greatest impact of the 1968 amendments and the present weakness of vocational education? Should Congress put a ceiling on the amount of Federal funds to be used for State administration? Enlighten us a little.

Mr. **Burkett**. Mr. Chairman, of course as I pointed out, the 1968 amendments have made a great impact. I think the fact that Congress addressed the needs of people and considered this as a program to put across the types of institutions has been one of the great strengths. Of course, the expanded opportunities as I mentioned earlier, at the postsecondary level and the great expansion there have made programs more accessible to the public.

One of the things I saw develop that I did not see previously was to any great extent the cooperative efforts that have been carried on between the other agencies and the vocational education program and the State boards for vocational education. These were mentioned in my testimony.

Another strength has been the expanded curriculum efforts in the new fields. Part D of the exemplary programs has certainly brought to new vocational education many changes and showed and demonstrated that we can do new things, that we are not the same program that we were, prior to 1968.

With respect to the weaknesses, Mr. Chairman, we have got a long way to go in improving our counseling and guidance programs. We have pegs in round holes that get into our programs. I think it is unfortunate for the funds and also for the individual.

So I hope that we can in the new legislation improve the career counseling and guidance program. I think that is one of the weaknesses in the program today, although it has improved a great deal.

Another weakness of the program is the fact that we have expanded so rapidly in recent years that we have not been able to do the proper job of upgrading the instructional staffs, although EPDA has done a great deal. There have to be more funds, I think, placed along with an upgrading of the instructors, the professional staff.

The early founders of vocational education legislation, the Smith-Hughes act, took 14 percent of the Federal funds for teacher education. They recognized that many of the people coming into the field were not people who were trained in the techniques of teaching. That is not a bad figure to use even today as we deal with new legislation.

Unfortunately, much of the planning has been based upon the amount of money that they think they are going to get and the facilities and the instructional staff. Although planning has improved maybe something could be included.

I think another weakness is the fact that we are not reaching a lot of people that we ought to reach. Perhaps an outreach effort ought to be launched as we did under the old Manpower Development Training Act, to bring some of the disadvantaged into our programs.

You asked a question about whether a ceiling should be placed on administration, as suggested by the General Accounting Office. I would have to argue against it because if the Congress of the United States expects changes and redirections to take place I think they have got to hold somebody responsible for this at the State level and for the States to not have enough people to provide this redirection I think would be unfortunate.

I think that one of the problems in the GAO report was that they didn't find administration because they included teacher education, technical assistance, provided in local programs. I believe it would be unfortunate to place a ceiling because many State legislatures are reluctant to provide funds to administer federally initiated programs.

Mr. Chairman, I think those are the questions that you were directing toward me.

Mr. LEHMAN. Thank you very much. I am pursuing a couple of areas in vocational education during these hearings, one of which doesn't relate to your testimony. But I am interested in the possibility of satellite vocational education schools where the grounds are on the premises where they are learning for instance in full-time classrooms adjacent to or in connection with hospitals for paramedical instructions, perhaps a major metropolitan newspaper or at the airport itself. The county of Dade in Florida, a large metropolitan area, one of the problems in on-the-job training is the inability of young people in vocational programs not being able to get to the on-the-job training site. To me it would be easier to bring an English teacher or math or social studies in on Wednesday at the location of the total environment, the on-the-job site.

Is there any knowledge of these kinds of programs within your experiences?

Dr. TIRRELL. Congressman, I believe that community colleges in particular are starting to move out more and more, as you are indicating, and in vocational areas we see this as well. I believe there is a Mt. Sinai Hospital in Miami? You will have to help me. Well, one of the large hospitals has turned over— —

Mr. LEHMAN. Right.

Dr. TIRRELL. The whole building. Dade Community College goes there for many of their health-related programs. My figures might be a bit fuzzy. But I believe that in addition to the three or four campuses, Dade goes out to some 200 other storefronts, shopping centers and the like. It is a concept that is very desirable. I can mention a few others around the country. I believe we have to get greater cooperation from business and industry to do some of these things in plants, in shopping centers.

Mr. LEHMAN. What I am concerned about is the kind of 2-year degree. Those same students have to take a certain amount of English. Is that English also done at the Mt. Sinai location? Or they have to come to the downtown campuses?

Dr. TIRRELL. Sir, to be specific I cannot answer you. I would hope they could bring math and English there.

Mr. LEHMAN. That is the point I am trying to raise.

Dr. PIERCE. It is possible and it is happening in some limited places around the country, Mr. Chairman, but not as many as Congress would like. I think we are all familiar with the Detroit Aeromechanics High

School, which is right out at the airport. The total program is given there. There are other activities that could be cited. But probably more frequently the students have to go back to the campus to receive the academic program. Your question is, why is it necessary? It isn't necessary at all. That can be accomplished under existing legislation. What we have to do is encourage more teachers to go to the students rather than having students go to the teachers.

Mr. Lehman. So far the placement facilities do not count as positive those students who go onto nonvocational subjects or liberal arts, those kind of college pursuits. What are the possibilities of counting college entrance as a favorable placement to encourage counselors and vocational people to include that as a success item?

Dr. Pierce. I would only refer to the letter that I sent to you in that regard at the last hearing. I think for example the data that Dr. Burkett presented this morning shows that in Ohio of the 18.6 percent of the students not available for employment 25 percent of those went on to baccalaureate programs. That certainly is a positive side to be counted. But most frequently those students are not considered as a part of the success of vocational education.

Mr. Lehman. Charlie, do you have a question?

Mr. Radcliffe. Thank you, Mr. Chairman. I just want to say first of all that Mr. Quie is genuinely distressed that he couldn't be here. As Mr. Pucinski knows, one of the perils of a leadership position in the House is that when the leadership calls a meeting you have to be there. So he couldn't make this meeting even though he had joined the chairman in sponsoring it.

He and other members of the committee on both sides will read not only your prepared statements but the transcript of these hearings and the summaries that Mr. Jennings and I will be preparing.

It has been a very useful hearing. I have only one question. Looking down the line, say, 10 years—I would address this to the panel—we see still today a relatively high emphasis on secondary programs as opposed to postsecondary and adult. Do you foresee—and I recognize from your testimony that this emphasis has been shifting—a further shift toward postsecondary and adult programs? Do you see vocational education taking over a larger part of a task that is now being done by manpower development and training programs?

Mr. Pucinski. At the peak of our drive for higher education only 55 percent of students went on to higher education. So in my judgment you are going to continue to see a great need for vocational education at the secondary level because there are some 45 to 50 percent of Americans who for all sorts of reasons just don't want to go on to higher education. It would be a great mistake to put all of this emphasis on postsecondary education. We appreciate the postsecondary effort because it does give them an associate degree and it does give them advanced training.

I think the paths that we have suggested, the 25 percent mandatory and in some instances as much as 70 percent, we feel this is a decision that the local communities ought to make, maintaining the balance between secondary and postsecondary.

Mr. Radcliffe. I am not suggesting further earmarking of Federal funds. I was really thinking about the total mix of funds.

Mr. **Pucinski**. Charley, I think what you are going to find ultimately is a drive to give every American student graduating from high school a marketable skill. If that youngster wants to improve on that skill through the postsecondary experience or even further, fine. But in my judgment it ought to be—and this is the way they are moving now—that they are developing programs all over the country with the extensive use of area vocational centers where the classroom training is given in the area vocational center.

I would hope that our national policy, our national goal, would be to have every youngster graduating from high school graduate with a marketable skill. If they never use that skill, that is OK. But at least they have something to fall back on if things don't work out.

Mr. **Thiele**. I think the entire educational process is going through an evolution in terms of early childhood education with different exposures at the elementary level. We are getting to the point where this thing is working out perhaps a little differently than it has been. We could see some changes soon where perhaps adult and secondary education will play perhaps a larger role in occupational and skilled vocational training.

Mr. **Lehman**. I am going to have to run for the quorum call. You could submit the rest of your statement for the record and it will be included. But as of now I am going to have to close this hearing, call the subcommittee to a close, subject to the call of the Chair.

Mr. **Radcliffe**. Mr. Chairman, could I ask if there is any additional response someone would like to make to that question that it be included in the record?

Mr. **Lehman**. Without objection.

[Material submitted for inclusion in the record follows:]

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION,
Washington, D.C. July 3, 1975.

MEMORANDUM

To: Hon. Carl Perkins, Chairman, Subcommittee on Elementary, Secondary, and Vocational Education, House of Representatives.

From: John W. Thiele, Chairman, National Advisory Council on Vocational Education.

Subject: Addendum to testimony.

In testifying before your Subcommittee on June 25, I was unable to respond fully to a question by the Minority Counsel due to a quorum call on the House floor. The Minority Counsel, Mr. Radcliffe, raised the matter of duplication between CETA and education programs. I request that the following statement be added as a part of the official hearing as the conclusion of my remarks.

We are certainly concerned about the duplication, particularly at the administrative level, of educational programs and CETA programs. The CETA bill provides that five percent of the funds be reserved and used only for institutional vocational education. The purpose of that provision, as I understand it, was to foster cooperation between the programs, and lay the groundwork for even greater use of existing vocational education facilities, where viable, in conjunction with CETA. The desired cooperation has not materialized, for a number of reasons, with the result that CETA funds, when used for training, are going into new programs and new facilities which appear to be duplicating existing operations in the vocational education sector of the community. Imaginative, and optimum, use of existing training facilities and programs is not taking place, as a general rule. I understand that the Department of Labor is making efforts now to bring CETA prime sponsors and local vocational educators together to try to establish better communications between the two and realize the intent of the legislation. I believe the Subcommittee should watch the outcome of these efforts, and should consider additional action if they should fail to bring about the desired coordination.

In addition to coordination, we should also be concerned with ways and means of establishing linkages between all skill training programs, and of tying these programs to our unemployment and welfare systems, so that we can build a total, comprehensive approach to the urgent need to train and retrain our Nation's work force.

We have the physical plant to do the job, but we have to make full use of it, and that can only be done when the people involved start working together.

From a businessman's point of view the excellent physical plant that has been created through the country during the last ten years, is, in reality, only brick, mortar, and equipment. It is "people," the faculty, administrators, and students that really make the difference. We have created in the last decade a highly qualified, well-training infra-structure of vocational instructors, counselors and administrators. These young people represent a new generation in our vocational training evolution. They are well educated, highly motivated, and are asking the right questions; and are developing good answers and alternatives. I am very excited by this group of people.

Bill Pierce, Charles Buzzel, and many of the active participants in AVA, both at the national and local level, as well as many new State Directors, are representative of this new generation I am talking about. I am very excited about the potential they offer, and feel strongly that we should do all we can in terms of new legislation, to encourage and motivate them.

This country has the finest system of facilities, and staff to man them, in the world. *Our challenge now and in the years to come is to make them as productive as we possibly can, for the benefit of all the people.*

SYSTEM SCIENCES INC.,
Chapel Hill, N.C., July 8, 1975.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
U.S. House of Representatives, Rayburn Building, Washington, D.C.

Dear CHAIRMAN PERKINS: This letter is concerned with obtaining full benefits from the "Commissioner's discretionary" Part C research funds authorized under Public Law 90-576, Vocational Education Amendments of 1968, as amended, for Fiscal Year 1976 and subsequent appropriation years. The objective is not more voc-ed research funds. For a reasonable expectation of meeting voc-ed research needs, money is not as crucial as the removal of statutorily-based constraints and/or the addition of clarifying and directive procedural language.

Four recommendations are made as follows:

1. Remove State-by-State geographical funding quota constraints that impede and affect adversely the efficient use of the Commissioner's discretionary share of vocational education research funds. States would continue to receive their respective non-Commissioner's "formula share." Awards from the Commissioner's share would be based on full, free and open competition.

Enclosure A reproduces portions of Section 131 and 132 of P.L. 90-576 for reference ease, as well as a paragraph extraction from a House Report on occupational education addressed essentially to this same point. Despite the House Committee on Education's clarification of its intent, the stautory language reads differently, or can be and in fact is continuing to be interpreted differently. Present State-by-State competition award procedures inhibit voc-ed research addressed to national needs.

There is no known long-range voc-ed national research plan. If one were to be prepared in present circumstances, it would be a fruitless inefficient exercise. Plan achievement under existing constraints would be dependent on the happenstance interest of applicants and their coincidental State of residence.

2. Conduct the annual competition for voc-ed grants and contracts from the Office of the Commissioner of Education, and with a perspective of meeting national, regional, and interstate vocational education research needs. The competition announcements now show the Commissioner's "discretionary" funds preallocated to States—see Enclosure B. Regardless of proposal merit, rarely if ever will the "proposers" within a State receive aggregate awards significantly in excess of the pre-proposal State allocation. This allocation obviously discourages comprehensive national proposals.

Discouragement is intensified further by the announced procedure that each State Director of vocational education is to receive copies of each application originating from any address within his State, and the State Director is invited to comment thereon, and in advance of all other application reviewers.

"Outside" reviewers are not necessarily knowledgeable of the Commissioner's data, operational, and administrative needs that could be satisfied by use of these "discretionary" funds. The Commissioner and his staff bear the responsibility for use of these funds. Their authority, and judgment should be regarded as paramount to opinions of "outside" reviewers.

One of the purposes of the States review is to avoid "duplication of other projects in the state." However, in view of the *Federal Register* procedure description that, "The Commissioner will give special consideration to programs or projects of national, regional, or interstate significance in the priority areas . . . ." it is obvious that these more comprehensive perspectives and broader responsibilities are better performed at the Commissioner level. State Director responsibilities are understandably oriented to the needs of his particular State, and few State Directors are experts on either current highest priority national voc-ed research needs or the capabilities of all voc-ed research organizations within their State to meet those national needs.

3. Publicize the annual grants and contracts competition in the *Commerce Business Daily* to insure participation of the professional and taxpaying research component organizations. No known professional research organization regards the *Federal Register* as a basic routine source of grants and contracts announcements of the research and development needs of the Federal Government. All read the *Commerce Business Daily* carefully.

It is recognized that the Office of Education receives some 350 applications annually for the Commissioner's share of voc-ed research funds. Many and perhaps most of these applications are from State boards, closely-affiliated universities, local education agencies, and other organizations collectively comprising the voc-ed research establishment. Historically, such intertwined institutions rarely produce innovative research and dynamic perspectives free from entanglements with established procedures, personnel and organizational commitments. Some do outstanding work, despite their competitively sheltered environment. With unrestricted competition, the research products on behalf of the Commissioner's funds would undoubtedly set much higher standards of excellence.

Commerce Business Daily announced competition would also introduce the question of the need for clarification of the role of cost-sharing as a necessary element in proposal acceptance on behalf of the Commissioner's responsibilities.

Reference again is made to Enclosure A and the requirement for Part C grant or contract applications to include "the portion of the cost to be borne by the applicant." Administratively, this terminology is inexplicably interpreted as follows. "This section of the Act requires that a portion of the cost of each project be borne by the grantee or contractor."

The professional, taxpaying research organizations are further inhibited from making substantive long-term commitments on behalf of the Commissioner's voc-ed research responsibilities by OE's administrative interpretation that no fees are to be included in any contract awarded a professional research organization that also seeks to make a profit. As you know, fees are the source of taxes, that small fraction of costs subsequently disallowed by Government auditing, and other purposes.

4. Stress applied research for Fiscal Years 1976, 1977, and 1978. Priority is recommended for improved voc-ed administrative operations, and topics of pressing concern at highest level of Congressional and Administration interests. Much has been learned from past voc-ed research investments. It should be put to use with the shortest possible time lag.

Feedback to States from analyses of their State Plans is in order. Feedback to Congress from analysis of these State Plans is also appropriate. Even more appropriate is an analysis of and projection of voc-ed as an integral component of the educational system, and identification of alternative actions by which voc-ed can have maximum impact and influence on States and local school districts.

Acceptance and implementation of these recommendations would greatly increase the capabilities of OE for responsiveness to findings and needed improvements such as those detailed in the Comptroller General's Report to the Congress, December 31, 1974. "What Is The Role of Federal Assistance For Vocational Education?"

I would be pleased to provide further clarification, or details, or to discuss the above in your office at your convenience.

Very truly yours,

EDGAR A. PARSONS,
Vice President.

Enclosure.

ENCLOSURE A, EXTRACTS

[Oct. 16, 1968, Public Law 90-576, 82 Stat. 1078]

"PART C—RESEARCH AND TRAINING IN VOCATIONAL EDUCATION

"AUTHORIZATION OF GRANTS AND CONTRACTS

"SEC. 131. (a) From 50 per centum of the sums available to each State for the purposes of this part the Commissioner is authorized to make grants to and contracts with institutions of higher education, public and private agencies and institutions, State boards, and, with the approval of the appropriate State board, to local educational agencies in that State for the purposes set forth in section 132, except that no grant may be made other than to a nonprofit agency or institution.

"(b) The remaining 50 per centum of the sums available to each State for the purposes of this part shall be used by its State board, in accordance with its State plan, (1) for paying up to 75 per centum of the costs of the State research coordination unit, and (2) for grants to colleges and universities, and other public or nonprofit private agencies and institutions, and local educational agencies and contracts with private agencies, organizations, and institutions to pay 90 centum of the costs of programs and projects for (i) research and training programs, (ii) experimental, developmental, or pilot programs developed by such institutions and agencies and designed to meet the special vocational needs of youths, particularly youths in economically depressed communities who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education programs, and (iii) the dissemination of information derived from the foregoing programs or from research and demonstrations in the field of vocational education, which programs and projects have been recommended by the State research coordination unit or by the State advisory council.

* * * * * * *

"APPLICATIONS

"SEC. 133. (a) A grant or contract under section 131(a) may be made upon application to the Commissioner at such time or times, in such manner, and containing, or accompanied by, such information as the Commissioner deems necessary. Such application, shall contain—

"(1) a description of the nature, duration, purpose, and plan of the project;

"(2) the qualifications of the principal staff who will be responsible for the project;

"(3) a justification of the amount of grant funds requested;

"(4) the portion of the cost to be borne by the applicant; and

"(5) such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant.

"(b) The Commissioner may not approve an application until such application has been reviewed by a panel of experts who are not employees of the Federal Government.

* * * * *

The Committee would also like to clarify its intent as regards part C of the Amendments, the vocational education research funds. When the Vocational Act was amended in 1968, it was clearly the Committee's intention that 10% of the sums actually appropriated under part B, the State grant program, would be reserved for grants under part C, the reserach program. And these reserved funds were to be divided equally between the State agencies and the U.S. Office of Education for grants with the Office having total discretion in the geographical funding of its programs. In other words, the 5% reserved to the Commissioner does not have to be used for funding programs in each State according to a State allocation formula.

ENCLOSURE B. EXTRACTS

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, OFFICE OF EDUCATION

RESEARCH PROJECTS IN VOCATIONAL EDUCATION—NOTICE OF CLOSING DATE FOR RECEIPT OF APPLICATIONS

Notice is hereby given that, pursuant to the authority contained in section 131(a) of Part C of the Vocational Education Act of 1963, as amended (20 U.S.C. 1281(a)), applications are being accepted for vocational education project grants and contracts.

* * * * * * *

(2) To be eligible for review by the Office of Education, an application from a local educational agency must be approved by the State board. In order to permit the consideration of an application from a local educational agency by the Office of Education for funding, the approval of the State board with respect to that application must be received by the Office of Education with the application by the deadline established above. All applications from other than local educational agencies must be submitted in accordance with 45 CFR § 103.13(a) of the program regulations (20 U.S.C. 1281(a)).

(3) *Duplication.*—In order to assure that applications do not duplicate projects already undertaken in the state, the applicants shall send a copy of the application to the State Director of Vocational Education and notify the Commissioner of Education of this action. The State Director should advise the Commissioner of Education of applications considered to be a duplication of other projects in the state.

D. *Awards in states.*

(1) Direct grants or contracts are awarded in each State up to the limit of funding available for the U.S. Commissioner of Education to use in that State as allotted under section 131(a) of Part C of the Act. Subject to § 103.15 of the program regulations (45 CFR 103.15), the approximate allocations anticipated for initiating new grants during fiscal year 1975 are: Alabama $166,913; Alaska $10,911; Arizona $79,211; Arkansas $88,741; California $688,960; Colorado $95,967; Connecticut $91,060; Delaware $19,133; Florida $267,624; Georgia $214,142; Hawaii $28,307; Idaho $35,174; Illinois $359,519; Indiana $210,363; Iowa $115,572; Kansas $90,253; Kentucky $156,360; Louisiana $180,640; Maine $45,621; Maryland $142,133; Massachusetts $197,877; Michigan $333,176; Minnesota $155,659; Mississippi $100,731; Missouri $189,094; Montana $32,096; Nebraska $60,585; Nevada $15,759; New Hampshire $30,734; New Jersey $223,166; New Mexico $51,673; New York $536,237; North Carolina $252,311; North Dakota $30,691; Ohio $412,64[illegible]; Oklahoma $116,881; Oregon $88,486; Pennsylvania $448,971; Rhode Island $37,746; South Carolina $135,264; South Dakota $32,576;

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Dated: September 19, 1974.

T. H. BELL,
Commissioner of Education.

PHILLIP KEARNEY & ASSOCIATES,
Queens Village, N.Y., August 18, 1975.

Re: Your August 14th response to my request to appear before committee per letter August 6, 1975.

CARL D. PERKINS,
Chairman, Subcommittee on Elementary, Secondary and Vocational Education, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: It is gratifying—and reassuring—for a citizen's request to be answered by a member of Congress in so rapid a fashion; thank you.

James G. O'Hara (Mich), Chairman of the Subcommittee on Postsecondary Education & Labor, suggested in his recent letter to me that he would carefully examine whatever material I present to your committee. Congressman O'Hara's group seems to list yourself as a member ex-officio; this is helpful. You can read in my August 6th letter that the thrust of my argument for upgrading secondary vocational & technical high schools aims at reducing costs by eliminating so-called community colleges and other expensive alternatives to viable, competitive trade schools at the secondary level. Money, Congressman Perkins, is a good deal of my interest in this matter.

I am happy that so many parents and students have responded to your invitation to appear with testimony; God willing, some of them stated the goals I seek.

Nevertheless, I and my New York City constituency will feel more at ease if my own suggestions are included in the record. If I require more than ten minutes of your time, I shall be re-hashing and you will be justified in thanking me politely and sending me on my way.

But short as my say may be, Congressman, I want it most duly considered. I have no axe to grind, belong to no interest group whatever, and approach the podium with clean hands. Listen to me.

Sincerely,

ROBERT C. RHODES,
President elect, Edison Parents Association, 1975–76.

AMERICAN COUNCIL ON EDUCATION,
Washington, D.C., June 23, 1975.

HON. CARL D. PERKINS,
Chairman, Subcommittee on Elementary, Secondary, and Vocational Education, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In your extensive hearings this spring on the renewal of vocational education legislation, several higher education associations presented separate views concerning the need for specific amendments to reflect the growing importance of postsecondary occupational programs. The following statement is submitted for the hearing record on behalf of the American Council on Education to emphasize three general points on which the postsecondary community is unanimous:

1. *Further participation of postsecondary institutions in occupational programs should be encouraged.*—The existing 15 percent setaside for postsecondary occupational programs is obsolete. Nationally, a minimum of 35 to 40 percent of Federal vocational funds are spent on postsecondary or adult programs, reflecting a dramatic growth of creative and sophisticated occupational programs in community colleges, four-year colleges and universities across the country. There has also been a growth in part-time adult students, who now represent a majority of postsecondary enrollments, and whose relative importance is increasing each year.

However, as testimony before your committee has dictated, participation of postsecondary institutions varies widely from state to state. In some states the required setaside has not been met and the enormous potential for postsecondary programs has not been realized.

We believe that the need in our society for postsecondary occupational programs at the semi-professional or para-professional level is certain to increase in the future. This will require greater attention to the planning and coordination of postsecondary occupational programs, such as authorized by Title X–B of the Education Amendments of 1972. For this reason it seems desirable that the broad and important purposes of this authority, which has not yet been funded, be incorporated into the basic vocational authority.

It seems equally desirable to assure that a more realistic proportion of Federal vocational funds are directed to the postsecondary sector. At the same time we would not wish to deprive secondary schools of needed funds they are now receiving.

For this reason it would be our intention to support increased authorizations and appropriations for vocational programs, so that higher funding levels for postsecondary programs would not be achieved at the expense of operating and effective programs at the secondary level.

2. *Planning of postsecondary occuptional programs should be coordinated with other postsecondary programs.* The single state agency required by the law to ad-

minister vocational programs may be sound for purposes of administration and accountability of secondary programs. In fact, however, most state agencies with responsibility for vocational programs do not share responsibility for postsecondary education. We strongly believe that planning for postsecondary occupational programs should be conducted separately or in isolation from planning for the entire range of postsecondary programs and institutions. It is particularly important for this planning to take into account the broadening occuptional needs and interests of postsecondary students seeking to enlarge their employment opportunities.

Therefore we suggest that the present requirement for a sole state administering agency be amended to require appropriate participation of agencies having responsibility for postsecondary education in the planning and approval of postsecondary occupational programs.

3. *Further steps are needed to overcome sex bias in vocational education.* Vocational programs at all levels have been seriously deficient in the provision of equal opportunities to women. To assure that such opportunities are available, the legislation should be amended to include (a) an explicit statement of purpose to overcome sex bias in vocational education, (b) a requirement that state plans identify steps being taken to overcome sex bias in vocational programs, (c) a priority in research and exemplary vocational programs for studies to determine methods to overcome sex bias, and (d) a stated responsibility of the National and State Advisory Councils to examine problems of sex bias in vocational programs, and to include adequate representation of women in their membership.

We appreciate this opportunity to present the views of the American Council on Education, representing some 179 national and regional associations and 1,386 institutions of higher education throughout the United States.

Sincerely,

CHARLES B. SAUNDERS, Jr., *Director.*

[Whereupon, at 11:18 a.m. the subcommittee adjourned, to reconvene at the call of the Chair.]

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